DOCUMENT RESUME

ED 212 573 SP 019 501

AUTHOR	Bush, Robert N.; Bock, John C.
TITLE	Institutionalization of Educational Change. Case Studies of Teacher Corps' Influence on Schools of Education. Special In-Depth Study II: Institutionalization at Institutions of Higher Education. Final Report.
INSTITUTION	SRI International, Menlo Park, Calif.
SPONS AGENCY	Office of Educational Research and Improvement (ED), Washington, D.C. Dissemination and Professional Development Programs.
PUB DATE	Jan 82
CONTRACT	300-78-0289
NOTE	403p.
EDRS PRICE	MF01/PC17 Plus Postage.
DESCRIPTORS	*Adoption (Ideas); *Change Agents; *Change Strategies; College Faculty; *Educational Change; *Educational Innovation; Federal Programs; Formative Evaluation; Higher Education; Information Utilization; Program Implementation; *Schools of Education; Teacher Attitudes; Teacher Education Programs; Teacher Participation
IDENTIFIERS	*Teacher Corps

ABSTRACT

This final report presents the findings of a study of institutionalization of educational change at four Teacher Corps sites in schools of education. The study investigated and traced the projects' attempts at educational change, and explored the reasons why some changes became part of the regular teacher training program of the schools while others did not. In the report's executive summary, the findings are discussed, and the causes of the overall success of these Teacher Corps projects in creating a lasting impact are explored. Part One of the report presents the background and design of the study. Part Two contains the analysis of the four case studies, each treated individually and anonymously. The institutions and their settings are described, and the faculty-Teacher Corps relationship is delineated. Part Three provides the findings, conclusions, and interpretations of the study results. A bibliography on organizational change is appended. (FG)

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INSTITUTIONALIZATION OF EDUCATIONAL CHANGE

Case Studies of Teacher Corps' Influence on Schools of Education

Special In-Depth Study II: Institutionalization at Institutions of Higher Education

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Final Report

January 1982

Prepared by:
Robert N. Bush
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Teacher Corps National Evaluation
SRI Project 7702

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SP 019 501

CONTENTS

FOREWORD vii

INSTITUTIONALIZATION STUDY ACKNOWLEDGMENTS xvii

EXECUTIVE SUMMARY xix

PART ONE: BACKGROUND AND DESIGN

INTRODUCTION: THE PROBLEM 1

I THE CONTEXT OF THE STUDY 5

- The Paradox of Planned Change 5
- Previous Research 6
- Theories of Change 14
- Categories of Factors That Influence Institutionalization 16
- Preliminary Ideas about Causes of and Obstacles to Lasting Change 18
- Characteristics of the Innovation 19
- Characteristics of the Organizational Context of the School of Education 20
- Factors External to the School of Education 23
- Characteristics of the Federal Agency 24

II STUDY DESIGN 27

- Constraints on the Study 27
- The Key Questions To Be Answered 28
- Schedule 28
- Phases of the Study 29
- The Research Strategy 30
- The Phenomenon To Be Studied 30
- Methods 31
- Exhibit A
  - INTRODUCTORY STATEMENT FOR FOCUSED INTERVIEW 33
- Exhibit B
  - FOCUSED PROBES FOR FIELD INTERVIEWS. 34

PART TWO: THE FOUR CASE STUDIES

III PLAINVIEW 37

Initiative 37
The Setting 38
Leadership and Style 42
Change in Plainview 44
Change 1. Developing, Testing, Installing, Operating, and Continually Modifying a Competency-and Field-Based Preservice Teacher Education Program at the Secondary Level (Mainly at IHE) 49
Change 2. Formulating and Applying a New Conceptualization of Student Development and Instructional Treatment . . . 58
Change 3. The Changes in the Courses: Structure, Place of Offering, Content and Emphases 61
Change 4. Involvement of the Elementary Education Department 62
Change 5. Impact on Special Education Program at the IHE 65
Change 6. Increased Activity of the IHE Faculty in Inservice Education 66
Change 7. Greater Community Involvement 68
Change 8. Greater Attention to Equity 76
Change 9. Approach of the IHE to and Methods of Working with the LEA 78
Change 10. Impact on Thinking, Attitudes, and Behavior of Individual Faculty and Students 85
Conclusions 89
Unanticipated Events and Problems 97
Time To Think 97
Forming New Habits 98

IV CENTRAL STATE UNIVERSITY INSTITUTIONALIZATION FIELD REPORT . 99

The IHE 99
The Spruceville Community and School District 101
The Proposal Initiative 102
Teacher-Corps-Initiated Changes 103
Factors That Appear to Facilitate Institutionalization at the IHE 142
Factors That May Inhibit Institutionalization at the IHE . 161

V BIG TOWN AND METROPOLITAN UNIVERSITY 175

The Setting 175
Relationship of the IHE to the Schools and to Big Town . . 180
Origins of the Project 182
Leadership 183

Change in Big Town and Its Metropolitan University 185
Change 1. Moving Undergraduate Teacher Training (PSE) More Toward Performance-Based Education (PbE) and Field-based Work 188
Change 2. Increasing the Attention of the University to ISE 192
Change 3. Creation of a Metro Center 199
Change 4. Changing the Department of Curriculum and Instruction in the Division of Education 201
Change 5. Adding New Courses. 202
Change 6. Modifying Existing Courses. 203
Change 7. Increasing Community Involvement. 204
Change 8. Changing the Behavior and Attitudes of the Faculty 210
Conclusions. 215

VI ROLLING HILLS AND THE STATE UNIVERSITY 225

The Town of Rolling Hills 225
Rolling Hills Public School District 226
The State University School of Education 226
The Proposal Initiative 228
The Leadership 229
The Teacher Corps Project Director 230
The Superintendent of the Rolling Hills School District . 231
The Teacher Corps Documenter and Evaluator 231
The Team Leader 232
The Community Coordinator 232
The Staff Development Facilitator 233
Teacher-Corps-Initiated Changes 233
Factors That Facilitate Institutionalization at the IHE . 284
Factors that Impede Institutionalization at the IHE . . . 291

PART THREE: FINDINGS, CONCLUSIONS, INTERPRETATIONS

VII FINDINGS AND CONCLUSIONS 301

How Does Change Persist? 315
Findings Related to Theoretical Issues 344

VIII LESSONS LEARNED 349

Difficulty of Finding Lasting Change 350
Recurring Themes 351
Some Danger Zones, "Don'ts," and Warning Signs 359
Lessons for Future Investigators 361
Variations in Size and Complexity of Educational Changes: A Tentative Conceptualization 364
Variations in Size, Duration, and Aim of Grants 366

BIBLIOGRAPHY 369

FOREWORD

This foreword gives an overview of the Teacher Corps program and of the Teacher Corps Program National Evaluation conducted over the past 3 years by the Education and Human Services Research Center of SRI International. This report is one of a series of reports resulting from the SRI study.

The Teacher Corps Program

In November 1965, Congress enacted the Higher Education Act (PL 89-329), Title V of which authorized the Teacher Corps program. This program was an outgrowth of similar social programs initiated during the Kennedy and Johnson presidencies. Its purpose was primarily to train teachers to be more effective in teaching children in low-income areas of our country. In October 1976, the authorization for the Teacher Corps program was amended. The statement of purpose for the Teacher Corps program under this authorization states:

> The purpose of this part [the Teacher Corps program] is to strengthen the educational opportunities available to children in areas having concentrations of low-income families and to encourage colleges and universities to broaden their programs of teacher preparation and to encourage institutions of higher education and local education agencies to improve programs of training and retraining for teachers, teacher aides, and other educational personnel--
>
> (1) attracting and training qualified teachers who will be made available to local educational agencies for teaching in such areas;
>
> (2) attracting and training inexperienced teacher-interns who will be made available for teaching and inservice training to local educational agencies in such areas in teams led by an experienced teacher;

(3) attracting volunteers to serve as part-time tutors or full-time instructional assistants in programs carried out by local educational agencies and institutions of higher education serving such areas;

(4) attracting and training educational personnel to provide relevant remedial, basic, and secondary educational training, including literacy and communication skills for juvenile delinquents, youth offenders, and adult criminal offenders;

(5) supporting demonstration projects for retraining experienced teachers and teacher aides, and other educational personnel serving in local educational agencies. [PL 94-482, Title V, Part A, Sec. 511 (a)]

With this modified statement of purpose in mind, Teacher Corps officials amended the federal regulations governing Teacher Corps and published these in the Federal Register in February 1978. These new regulations specified four outcomes that Teacher Corps projects were to achieve with the grant money they received from the federal government:

(a) An improved school climate which fosters the learning of children from low-income families.

(b) An improved educational personnel development system for persons who serve or who are preparing to serve in schools for children of low-income families.

(c) The continuation of educational improvements (including products, processes, and practices) made as a result of the project, after Federal funding ends.

(d) The adoption or adaptation of those educational improvements by other educational agencies and institutions.

In addition to these four outcomes of the Teacher Corps program, the new Rules and Regulations also stated a number of key program features that, it was thought, would enhance the ability of the projects to achieve the four outcomes. Some of these key features were:

(1) Education that is multicultural.

(2) Diagnostic/prescriptive teaching.

(3) Integrated pre- and inservice training designs.

(4) Community-based education.

(5) An elected community council.

(6) A representative policy board.

(7) A collaborative mode of operation involving the associated institutions, communities, and other vested-interest groups.

In a further analysis of these Rules and Regulations, the evaluation team at SRI found many more key features than the seven listed above. The perspective taken by SRI during this evaluation was that, as a whole, the Rules and Regulations could be viewed as a strategy for implementing a Teacher Corps project. The particular key features making up the strategy could be interpreted as tactics to be used by the projects to achieve the four outcomes.

The new Rules and Regulations modified the Teacher Corps program substantially. Some of the differences between the old program and the new program are listed below.

New Program	Old Program
Five-year project duration	Two-year project duration
Funding of $1.2 million per project	Funding $0.25 million per project
Incorporates a full feeder system of schools	Used only one school
Concerned with training of all school personnel	Concerned with training of teachers and interns only
Includes the community along with the local education agency (LEA) and an institution of higher education (IHE) in the planning and operation of the project	Only IHE and LEA involved in planning and operation of the project

New Program	Old Program
The program is service oriented, but includes demonstration/dissemination and institutionalization as additional outcomes	Was mainly a service-oriented program directed toward teacher education

The changes in the federal Rules and Regulations governing Teacher Corps caused the program at the local level to be quite different from what it had been in previous cycles. A typical Teacher Corps project funded under the new Rules and Regulations spent its first year in planning its particular program. During this first year, a community council was elected, collaborative arrangements were established between the LEA, IHE, and community, and the four major goals of Teacher Corps were restated in terms of local conditions and local needs. About 8 months into the first year, projects were required to submit their continuation proposals for the second year of operation. These proposals were to contain the specific objectives, a description of the community council elections, and other activities that occurred during the planning year. Soon after the submission of the continuation proposal, many projects recruited a teacher-intern team leader and four interns to receive training. The team leader was the person who generally was in charge of monitoring and setting up the program for the training of the interns. The project then sent these people to the Corps Member Training Institute (CMTI).

Starting with the second year of the Teacher Corps project, training was conducted for all educational personnel in the feeder system of schools selected to participate in the project. The training programs planned during the first year were put into action during the second and third years, which are termed the operational phase of the project. In addition, the preservice training for the Teacher Corps interns was also begun at the beginning of the second year. The intern training consisted primarily of coursework taken at the IHE, classroom experience in the Teacher Corps schools, and a community component that required the interns to become more aware of the importance of the community in the education process. The training for educational personnel in the Teacher Corps schools (including principals, teachers, aides, and others who deal with children in the schools) generally involved the assessment of the needs within the schools (conducted during the first year), the translation of these needs into objectives and goals for training, and the implementation of training sessions designed to achieve these objectives and goals. The training program for the interns was to have been finished by the end of the third year, at which point the interns would have received a master's degree and would also have been certified.

The SRI study covers only the first 3 years of the 5-year program. The fourth and fifth years of each project's life were to have been devoted to dissemination of project products and to the institutionalization of successful practices developed by the project. Because of federal funding termination, the program ends in July 1982. Program 78 thus ends after only 4 years of the intended 5-year cycle, and Program 79, after 3 years.

The administrative structure of a Teacher Corps project did not change much over 3 years. A policy board was established at the beginning of the planning year to oversee all project activities. This policy board consisted of the superintendent of schools from the LEA, the dean of the school of education in the IHE, and the elected community council chairperson. The typical project included other persons on this policy board (e.g., the project director and the team leader) to keep the board informed of project activities and to make recommendations for future courses of action. The elected community council was consulted on all community activities that were planned under the project. The ultimate responsibility for carrying out the Teacher Corps project rested with the project director, who frequently consulted with the policy board members on decisions regarding project direction and expenditure of project funds.

Specifications for the National Evaluation

Concurrent with the development of new Rules and Regulations for Teacher Corps, the specifications for a national evaluation of this new program were being created. In the summer of 1977, an evaluation task force was charged with developing a design for such an evaluation. The results of this task force report set the direction for the preparation of a request for proposal issued in June 1978.

The task force recommended that an 8-year evaluation be conducted by an independent evaluator selected through a competitive RFP. Subsequently, this requirement was modified to a 5-year period, which included three phases of the evaluation. The first phase covered the first year of the evaluation and was considered a planning phase, wherein the study design would be finalized and instruments created to collect baseline information. The second phase covered the next 2 years of the evaluation and was basically considered a data collection phase, in which intensive cross-site observations and local documentation would be collected in the local projects. An option was provided for the funding of phase three (for Years 4 and 5 of the evaluation), which would allow some additional data collection and analysis, synthesis, and reporting of the major results of the study.

In addition to this basic study schedule, two additional special studies were requested in the RFP. Special Study I, to be conducted within the first 18 months of the contract, was focused on the issues of collaboration and multicultural education. Special Study II, also to be conducted within the first 18 months of the project, focused its efforts on institutionalization of project practices in the institutions associated with the Teacher Corps program.

The SRI Evaluation Design

The evaluation design proposed by SRI in the summer of 1978 consisted of multiple substudies of different aspects of the Teacher Corps program, a special policy monitoring activity, and the two special studies on collaboration and multicultural education and on institutionalization. There were three overarching goals of the evaluation:

(1) To describe the Teacher Corps program as it existed in the field and describe the strategies used by local projects to implement the Teacher Corps guidelines.

(2) To assess program outcomes in a time-series fashion over the course of the project's life--referred to in the analysis plan as assessing the "impacts" of Teacher Corps.

(3) To describe and assess the efficacy of the processes used to achieve the outcomes--in other words, the implementation practices associated with particular program outcomes or impacts.

Multiple methodologies were employed to study the issues described in the evaluation's RFP. Both quantitative and qualitative methods were used to collect data on Teacher Corps processes and outcomes. Qualitative data sources included local project documentation, case-study interviews, open-ended questionnaires, and structured interviews. Quantitative data sources included self-report questionnaires mailed to local project participants, structured observations of Teacher Corps training activities and the physical environment of Teacher Corps schools, and demographic questionnaires mailed to IHEs, LEAs, and local schools.

In the summer of 1978, 79 Teacher Corps projects were funded for the new Program 78 5-year cycle. In addition, in the summer of 1979, 53 Program 79 projects were funded. The scope of the evaluation was to include all 132 Teacher Corps projects funded in the two cohorts. Using a stratified random sampling procedure, SRI selected 30 projects for in-depth study. Additionally, smaller case-study samples were selected for special purposes.

As a result of the first year of the program evaluation, a Project Guide to the Teacher Corps Program Evaluation was prepared by SRI. This guide summarized the design activities that took place during that first year. These guides were distributed to all Teacher Corps project directors, deans, superintendents, and principals of local schools. The Project Guide described the operational plans for the evaluation over the remaining 4 years (given that the additional 2-year option would be exercised); it also described the instrumentation, sampling designs, and evaluation issues to be addressed. A reaction panel (REAP) was also formed during the first year to act as an advisory group to the evaluation team.

During the second and third years of the evaluation, SRI conducted site visits to collect information for the substudies described above, administered questionnaires to various role groups within each project, and conducted case-study visits to selected projects. An interim annual report, submitted in October 1980, presented the evaluation's initial descriptive information on the Teacher Corps program.

The interim annual report summarized information collected during the planning year in Program 78 projects. This included the bringing together of the IHE and the LEA, and the involvement of school personnel and the community. A chapter on the initial description of staff development activities was also included.

The final report was prepared in the fall of 1981 and submitted in January 1982. The final report included three pieces of work: a study of how the Teacher Corps guidelines were implemented in the local projects, a study of the degree to which Teacher Corps practices were institutionalized in the IHEs, and a preliminary report on the characteristics and effectiveness of the staff development programs created in the Teacher Corps projects.

During the course of the evaluation, certain changes in the Teacher Corps program made it necessary for SRI to have the flexibility to adapt to the changing conditions. For example, our initial conception of the effects of a staff development program was observable behavior change on the part of the teachers. After our first round of site visits, we found that many projects did not emphasize behavior change, but rather attitude change which may or may not be apparent in the teachers' observed behavior. Because of this initial finding, we had to modify our design to reflect more what was occurring in the projects. In the summer of 1980, a new director of Teacher Corps was named, Dr. John Minor. Dr. Minor had felt that more emphasis should be given to exceptionality, multicultural, and community-based education. As a result, SRI modified some aspects of the evaluation design to be more sensitive to these issues.

Throughout the course of the evaluation, SRI monitored congressional policy concerns. One issue was repeatedly mentioned by congressional staffers, and that was whether Teacher Corps was duplicating the efforts of other education programs. In an attempt to shed light on this issue, SRI modified the interview and documentaton procedures to collect information about other education programs existing at the local site, and their relationship to the Teacher Corps project.

These adaptations to changing conditions and concerns were accomplished through a continual monitoring of evaluation issues and through interactions with the project officer, the Teacher Corps Washington staff, and the evaluation's reaction panel. Although SRI received much useful advice and many suggestions for the design of the evaluation, the results and recommendations provided in the final report are the sole responsibility of SRI and no official endorsement by any agency in the Department of Educaton is implied or should be inferred.

Acknowledgments

We would like to acknowledge the assistance of the staff in the national Teacher Corps office who have given us thoughtful guidance and support throughout the study. We are especially appreciative of the help of Dr. William Smith, director of the Teacher Corps program at the time the SRI project was initiated and Dr. John Minor, who succeeded Dr. Smith as director. Special thanks are also due to Dr. Robert Maroney and Mr. Eugene Tucker from the Office of Planning, Budget, and Evaluation and to Ms. Jean Narayanan from the Office of Dissemination and Professional Development for their assistance and understanding in their role as technical monitors of this contract.

Our thanks also to the staff of the Education and Human Services Research Center at SRI International whose diligence and hard work made this evaluation possible. We are especially grateful to Marion Collins, Beth Hiseler, and Shelia Warrington without whose time and patience this document could not have been produced.

We are appreciative of the assistance of our two consultants, Dr. Andrew Porter and Dr. David Florio, whose insights and timely comments contributed much to this effort.

Most of all, we appreciate the active support received from the project directors and local documenters in the 132 Teacher Corp projects. They gave freely of their time, welcomed SRI into their projects, and provided insights that are the foundation of these reports. Our special thanks also extend to all school, college and community personnel in these Teacher Corps projects who contributed to this effort. Thank you.

Nicholas Stayrook
Project Director

INSTITUTIONALIZATION STUDY ACKNOWLEDGMENTS

This Teacher Corps institutionalization study could not have been done without the generous cooperation of many people. Members of the Teacher Corps staff in Washington, the executive secretaries of the Teacher Corps networks throughout the country, and other professional colleagues who were generally knowledgeable about Teacher Corps helped us greatly in selecting the sites to be studied. Our greatest debt is to those in the four case-study sites who were our informants. They joined us as colleagues in our search for evidence of lasting change and its causes. They readily met all our requests, even going beyond them to suggest matters we had not thought of. As a result, our professional and personal lives have been greatly enriched. Unfortunately, these people must remain nameless. But we hereby acknowledge with deep gratitude the contribution of many, among them project directors, their executive assistants and secretaries, deans of education and other administrators and faculty members in the universities, superintendents of schools and their staffs, school principals, teachers, team leaders, community coordinators, community council chairpersons and members, documenters, interns, and many others. Thank you.

Robert N. Bush

John C. Bock

Executive Summary

INSTITUTIONALIZATION OF EDUCATIONAL CHANGE: CASE STUDIES OF TEACHER CORPS' INFLUENCE ON SCHOOLS OF EDUCATION

Between March 1980 and September 1981, SRI International conducted a special study of institutionalization of educational change in four Program 78 and Program 79 Teacher Corps sites as part of its 3-year national evaluation of Teacher Corps. The institutionalization study focuses on the extent of lasting change that the projects produced in the higher-education partner of Teacher Corps, namely, the schools of education. Intensive case studies were conducted in four sites by two senior educational researchers, Robert N. Bush and John C. Bock.

Impetus for the study came from two sources:

(1) A widespread skepticism among legislators, the public, and educators that grants by the government or private foundations to improve education--a prominent feature of the educational landscape since World War II--have accomplished little, and that programs vanish when the grants are over. The belief prevails that, difficult as it is to bring about change in the schools, it is even more difficult to change schools of education.

(2) Partly in response to increasingly outspoken critical views, the Teacher Corps Rules and Regulations for Programs 78 and 79, specifically mandated that the focus on the educational personnel training programs in schools of education be aimed to produce changes that last beyond the period of federal funding.

The study undertook to investigate educational changes attempted by the projects and trace them on their way to institutionalization or to oblivion. It then attempted to learn why some changes became a part of the regular teacher training programs of the schools of education and why others failed to do so.

Since lasting change from "soft money" grants is reputedly a rare phenomenon, sites were selected from those that claimed in their proposals that they were attempting to make changes in schools of education and those where knowledgeable Teacher Corps leaders also considered that the schools of education might change. Four sites were selected from the more than 50 projects nominated out of the national total of 132 projects. Scattered across the country, three are public institutions and one is private. Three have long experience in Teacher Corps in previous cycles before Programs 78 and 79, and one is new to Teacher Corps. The four sites differ substantially in the kinds of communities they serve. They are, however, all large, complex institutions of the kind that produce the largest number of teachers in the country.

A generation of educational ferment since World War II is coming to a close and a new one of quite different character is appearing on the horizon. However, although the sources, sizes and forms of government financial grants, now commonly referred to as seed money or soft money, are already beginning to change, it is unlikely that the practice of making grants of temporary funds to stimulate change will disappear. It has been in existence for a long time. Given the paucity of resources and the urgent need for improving the educational system, knowing how to spend scarce dollars to improve the efficiency and the effectiveness of the system is more critical than ever before. In this context, what does this study have to say that might be helpful to educational personnel development as it faces the realities of a new and different decade?

Findings

The major conclusion is that substantial and lasting change has already taken place in the schools of education that have been examined and that the prospects for more changes appear favorable. Furthermore, changes that were made are of the kind and direction intended by the underlying purpose of the legislation that created Teacher Corps, as outlined in the current federal Rules and Regulations. The expenditure of federal dollars has resulted in some benefits that, as intended, probably will not vanish when the funding ceases. Results were not all positive, of course. Changes occurred in fits and starts; gains were followed by losses. Unanticipated events caused and prevented changes or altered directions. Some places encountered more difficulty than others; there were some failures. Nonetheless, despite the fact that each locale is unique, we have been impressed with the similarities among the sites in what was tried, in the direction of the results, and in the most likely causes. Our study was made in only four sites and in one sense should not be generalized to all 130 Teacher Corps sites in Programs 78 and 79. Nonetheless, the results are generalizable in another sense. Our studies of the processes of institutionalization of attempted educational changes have been sufficiently in-depth in these four sites and have been found to be similar throughout--both the positive and the negative factors--that they are likely to hold not only for the whole of Teacher Corp, but for other federal educational programs as well.

The overall positive nature of our findings is contrary to the predominant voice that continues to be heard about the ineffectiveness of federal program interventions, proclaiming either that programs vanish when federal grants stop, that funds are not spent on what was intended, or that, even when funds are spent as intended, the results are negligible.

What explains our contrary findings? Teacher Corps has been in existence for 15 years, during which it had time to learn how to become more effective. Evaluated more than most federal programs, it has used the results to improve itself. It did not remain frozen and attempt to install the same model for 15 years but changed its program as the times changed. After examining the negative results of a number of previous studies of federal interventions, we became aware early of the strong contention by those in the field who were trying to implement such programs that lasting change was more common than generally believed and that the evaluation designs had not always have been appropriate for the phenomenon being studied. The investigators seemed not to know where or how to look. This study represents a modest attempt to supply a corrective methodology.

In the search for lasting change, the lesson learned is the need to use new and more powerful lenses and to shift the emphasis in the design of studies from large-scale quantitative questionnaire surveys to in-depth, longitudinal case studies.

Kinds of Changes in the Schools of Education

In one way or another, all of the schools of education studied made substantial changes along the following lines:

(1) Strengthened and expanded their attention to inservice education.

(2) Expanded and enriched the field-based aspects of their training programs.

(3) Brought themselves and the local schools into a more collaborative relationship.

(4) Increased the prominence of community participation in educational personnel development programs.

(5) Brought inservice education and preservice education into a closer relationship.

(6) Modified departmental organizations and operations.

(7) Dropped old courses, added new courses, and changed the content, emphasis, and methods of existing courses.

(8) Increased emphasis in such substantive areas as multicultural education, the education of gifted and talented students, special education, and the teaching of reading and mathematics.

(9) Altered the understandings, attitudes, and behaviors of faculty and students, causing them to be more sensitive to the needs of children from homes of minorities and the poor.

The evidence is that such changes have already taken place in the schools and departments of education studied and are likely to last beyond the federal funding period.

Possible Causes of Change

What factors contribute to the success or failure in producing lasting change? Drawing on the literature of educational change, our own experiences in the field, and those of others who have worked extensively in Teacher Corps, we initially made a list of 20 possible factors for consideration. To what extent were these early ideas substantiated in the four case studies?

The overarching finding is that no one or even several of these explanatory factors can predict the likelihood of institutionalization. At every university site, it became clear that the success or failure of institutionalization of changes inspired by Teacher Corps is complexly multicausal. Table 1 presents the results of the study for these 20 dimensions, plus some additional ones that were uncovered during the investigation.

The most important factors that were found to contribute to producing lasting changes are:

- The appointment of strong and experienced project directors from the regular ranks of the faculty.
- The exercise of a low-key style of leadership and method of introducing changes.
- Strong support from the dean's office and other places that control resources at the university.
- Liberal use of regular staff in conducting the project.
- The congruence of grantor (external) and local organizational (internal) values so that institutional motivation to adopt changes remains high.
- Pyramiding of resources and programs, i.e., combining the project resources with those of other programs in operation and other resources available, both regular and temporary funds.
- The presence of powerful and creative individuals.

- A clear mandate from the granting agency along lines that are consistent with the prevailing needs and demands of society.

- The provision of technical assistance.

The evidence tends to confirm that early planning for continuation beyond the grant and that the pressure of interest groups outside of the institution had some effects on producing lasting change, but not as much as those factors mentioned in the foregoing list.

The evidence is weak to mixed on the following factors as being influential in producing lasting change:

- The power of the idea.

- Its cost.

- Its complexity and size.

- The extent to which the idea causes an overlaod on those carrying it out.

- The reputation of other users of the idea.

We found little evidence to support the significance of the organization's past record or the use of a problem-solving approach to change as factors in institutionalization. The reward structure, which had been assumed to be a powerful influence, turned out to be a negative factor in that it tends to discourage rather than promote innovative programs. It is mainly conservative in character. However, in these four places, the deans had been able to, circumvent or "bend" the traditional reward structure to some degree so that change could be promoted.

Lessons Learned

This study of the Teacher Corps experience of producing lasting change with soft federal dollars indicates that lasting change can be and is being accomplished much more extensively than is commonly believed. There are many different ways of producing lasting change, but recurring themes run across the different situations.

The following major lessons learned from these four projects may be useful both to those who design and make grants and to those who apply and receive them in the future.

(1) Congruence of Values and Institutional Motivation. High on the list of lessons for success in making changes last is to make as sure as possible at the outset that the organization applying for a grant and the program of the grantor are in harmony, that both are aimed in the same direction so that there is strong institutional motivation for change in that direction.

(2) Persistence and Focus. Change typically does not come easily. It takes time, and discouraging setbacks occur. It is important, furthermore, to keep continuously and clearly in mind from the outset the most important objectives without being diverted to secondary matters. If making large and complex lasting changes is the aim, a 5-year framework is much more realistic than a shorter one. Even small changes take time to design, install, adjust, and fit into existing structures.

(3) Low Profile. "Camouflage" may be somewhat too strong a term for describing the essence of the advice given repeatedly about how to approach educational change. It does suggest the importance of making activities as indistinguishable as possible from the regular program. The federal intervention label should be used sparingly, if at all.

(4) Collaboration, Ownership, and Credit. It is essential, if a project is to be successful in incorporating its changes into the regular structure, that strong local ownership of the idea develop, that a variety of different role groups collaborate, and that all groups receive credit for accomplishments.

(5) The Importance of Small Steps. Progress toward fairly substantial lasting change is typically reached through a series of small steps over a long period of time. Lasting change tends to be incremental. To break a large task of change into a number of smaller ones, all of which are interrelated, and then to work on many fronts simultaneously seems to be effective. The cumulative effect over a period of several years can be substantial.

(6) Support from the Top. In addition to essential rapport and support from the rank and file of co-workers and colleagues, the continuing strong support of the chairperson of the department and the dean of the school and his or her administrative associates is necessary for significant lasting change to occur.

(7) Expectations and Approaches. Informants suggest that programs work much better and the morale of project personnel is enhanced if their expectations of the results of grants are realistic. It is no sin to aim high, but it can be debilitating to expect far too much. A further lesson: realizing much more clearly than is now the case that there are many different approaches to bringing about lasting change with soft dollars can contribute to morale and produce results. Educators tend to think there is *a* best way and to search for it. This is likely to be a fruitless, unproductive expectation.

Some Danger Zones, "Don'ts" and Warning Signs

The foregoing seven lessons derive mainly from the four case studies and are largely positive in character and might be useful in helping externally funded projects to achieve some lasting change. We now turn to a few warnings and point to some danger and potential warning signals to heed in avoiding trouble and failures. They are drawn not only from the case studies but from our experiences in other sites and also from the observation of our informants about what they have seen in other places.

(1) Beware of the Inflated Written Proposal. This advice may be superfluous to experienced and sophisticated proposal readers and writers. The original proposals of the four sites predicted little about what was eventually undertaken and achieved. What is highly desirable in a proposal, of course, is clarity in writing and organization, freedom from jargon, brevity, and originality. It is difficult, however, to tell at the time of making a grant whether such a well-prepared proposal is the result of the labor of those who are going to carry it out or whether it has been prepared by a hired proposal writer. Since proposals tend toward inflation--to promise much more than can ever be accomplished--it might be well to recognize this at the time of writing and evaluating proposals.

(2) Be Alert to Excessive Entrepreneurial Attitudes. Repeatedly, it was asserted that success in bringing about lasting change depended on whether the project was driven by people who possessed a deep and abiding interest in the subject of the proposal or whether the prevailing attitude was more one of getting another grant to have another project. Developing an ability to detect this attitude at the outset might warrant some exploratory effort.

(3) Be Alert to Early Warning Signs During the First Year. Evidence of fiscal imprudence and an excessive reliance on temporary help with little or no evidence that this will change are significant warning signs that a project may not succeed.

(4) Be on the Lookout for Excessive Blaming of Individuals or Groups for Projects' Shortcomings. Projects inevitably encounter problems and experience failures. It may be a dangerous symptom that foretells trouble if project leaders constantly look for flaws in others and if they blame individuals or groups in vague terms. Debilitating tendencies to blame others for shortcomings, a "we-they" phenomenon that stems from an excessively role-centered point of view, were at times revealed. Deans and project directors tend to believe that the faculty are insensitive to their problems; school officials believe that the university is insensitive to their problems; participants in local projects view the state or federal officials as insensitive to their problems, and so on. This phenomenon is an obstacle to cooperation. It produces organizationl defensiveness, and an undue amount of it early in a project is a clear harbinger of trouble.

A Final Lesson: Matching Size, Duration, and Aims of Grants

The effectiveness of grants is likely to be greatly enhanced if more consideration were given to the consequences of wide variation in size, duration, and aims of grants of soft money. Not all grants are aimed at producing lasting change. Some are pointed toward forcing institutions and their personnel to face new realities that they have been reluctant to confront. Other grants propose to promote a particular idea or practice, to further develop, refine, and disseminate it. Grants sometimes are used for making small adjustments, for fine-tuning the operations of a given institution. Yet another use of grants is to purchase "thinking time" during particular periods in an institution's history--for example, retooling or getting ready to confront new realities or to mount new initiatives. Not only do grants have their different purposes, but they vary in size and duration. Some are aimed at making large changes, others at modest or even quite small ones. If both those who make grants of soft money and those who seek and obtain them agree on what is intended, so that their expectations are reasonably clear and in harmony, the chances of success will be enhanced. Teacher Corps grants for Programs 78 and 79 have been rather substantial in size, extended for relatively long periods of time, and were expected to achieve some lasting changes that will be disseminated. This intent was clearly understood by those who applied for and received the grants. Perhaps these are important contributing factors to the success of the projects. The lesson for all concerned points to the desirability of striving for clarity and understanding about and compatibility of size, duration, and expected outcomes in the designing, seeking, awarding, and operating of educational grants.

Table 1

POSSIBLE FACTORS IN PRODUCING LASTING CHANGE

	Evidence Clear, Strong Factor	Evidence Clear, Less Strong Factor	Evidence Lacking, Mixed or Negative
Factors Related to the Characteristics of the Innovation			
1. The power of the idea			X
2. The intervention strategy	X		
3. Cost			X
4. The complexity and size of the innovation			X
Characteristics of the Organizational Context at the School of Education			
5. Organizational motivation	X		
6. Method of introducing change	X		
7. Planning for post-Teacher Corps support		X	
8. The organization's past record			X
9. Problem-solving (research and development) approach			X
10. The reward structure			X
11. The problem of overload for personnel			X
12. Control of resources	X		
13. Leadership style	X		
14. Value consensus/conflict within the organization	X		

Table 1 (concluded)

	Evidence Clear, Strong Factor	Evidence Clear, Less Strong Factor	Evidence Lacking, Mixed or Negative
Factors External to the School of Education			
15. The needs and demands of a changing society	X		
16. Group pressures		X	
17. Reputation of other users			X
Characteristics of the Federal Agency			
18. The mandate	X		
19. Provision of technical assistance	X		
20. Monitoring	X		
Factors Not Originally Listed			
21. Time and continuity	X		
22. Alleged rigidity of the university bureaucracy			X
23. Previous history of LEA and IHE collaboration	X		
24. Pyramiding of resources and programs	X		
25. Faculty culture			X
26. The presence of powerful and creative individuals	X		
27. Locus of control over change	X		

xxx

PART ONE

BACKGROUND AND DESIGN

INTRODUCTION: THE PROBLEM

A generation of educational ferment since the end of World War II has come to a close, and a new one of quite a different character appears on the horizon. What have we learned from this study and from the Teacher Corps experience that may be helpful to educational personnel development in facing this future?

One of the notable characteristics of the period from 1945 to 1980 was an expanding educational role of the federal government. For example: it was active in educational research and development; in providing funds to strengthen the schooling of children of minorities and economically poor parents, and those with other handicaps, to help them overcome the vicious cycles of poverty and prejudice into which they were locked. As various groups in the country became better organized and more articulate and as many new social problems mushroomed--for example, drug abuse, vandalism, and physical violence--representatives of the people in Congress enacted legislation and made grants to state and local education agencies, and institutions of higher education to improve particular matters in schools, colleges, and communities. These came to be known as "categorical grants" or as "federal initiatives." The government began during this period to do in a large way what the private foundations had been doing on a small scale during the preceding generation, namely, making grants for limited periods of time. These funds now are familiarly referred to as "seed money" or "soft money." The aim was to initiate some constructive action that would prove sufficiently valuable that those to whom the grants had been given would pick up the cost and in some way incorporate the new ways of doing things into their regular programs when the temporary funds ended. If so, the system would have been improved in a lasting manner; the change would have become "institutionalized." However, over the years a growing view began to be heard that things did not always work out as intended, that reforms often vanished without a trace, that soft dollars did not always attract hard ones, and that hoped-for reforms often vanished when the money ran out.

As a result of fundamental shifts in attitudes toward large federal government expenditures, today there is a determined effort to pull federal participation sharply back in all of our affairs--with the exception of national defense. Education is being heavily affected. Not only are there to be fewer dollars, but they are to be less specifically targeted and their use less prescribed. Those funds given, it is proposed, should be granted in "blocks" to the states, local schools, and communities, with much greater freedom in how they should be spent.

Even with this dramatic shift, which is now beginning to take place, the problem still remains of how more effectively to use temporary and limited-period funding to bring about lasting change. When this study began, it was thought that the lessons learned might be directed mainly to the federal level, to the Department of Education and to Congress. It would appear now that a more likely audience will be the state and local agencies. Lessons, however, are now no less important. Given our scarcity of resources, improving the efficiency and effectiveness of our educational system is even more crucial.

The giving of soft money is not likely to be abandoned. The strategy of making grants--both public and private--for limited periods of time to help start new ideas has been around for a long time, has proved appealing both to the receivers and the givers, and has achieved substantial positive results. It is in this context that the results of this study are most timely. In the final chapter we summarize what we have learned from this study itself, from other research on the process of change, and, particularly, from the accumulated experience of those who have been directly at work in innovative projects in the field.

The discussion about our particular target--schools of education--remains timely. Schools of education today are more beleaguered than ever*. Accusations continue that they cannot or will not change, a charge that the results of our study indicate is not fully justified. Nonetheless, schools of education are not alone in having difficulty in producing lasting change. According to a recent report, "The 'experimental' colleges and universities at the end of the 60s are no longer experimenting.** Many of these were supported by hard money as well as soft.

During the past 15 years, Teacher Corps has made a sizable investment of human and fiscal resources in an effort to make local American educational systems more responsive to the needs of the economically disadvantaged segments of the population. One of the strategies for achieving this broader goal has been to effect changes in the personnel development programs of the schools of education in American colleges and universities. When such changes have been incorporated into the organizational structure of a school of education, they are said to have become "institutionalized." The basic objective of institutionalization, as stated and clarified in the 1978 Rules and Regulations of the Teacher Corps, is:

> to encourage colleges and universities to broaden their programs of teacher preparation, and to encourage institutions of higher education and local educational agencies to improve programs of training and retraining for teachers, teacher aides, and other educational personnel.

and the "continuation of educational improvements (including products, processes, and practices) made as a result of the project after federal funding ends."

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*Just how beleaguered one of our most prominent schools is can be seen from a headline "Berkeley Debates a 'Radical' Reorganization of Education School," in The Chronicle of Higher Education, Vol. XXIII, No. 4, September 23, 1981, p. 11.

**The Chronicle of Higher Education, Vol. XXIII, No. 4, September 23, 1981, p. 1.

The general impression is that, although some of these desired changes are successfully adopted and implemented by schools of education, most do not survive after termination of federal funding. The purpose of this study is to determine why changes do and do not last, what factors have inhibited the continuation of successfully implemented changes, and what factors appear to facilitate the reportedly far rarer cases of post-Teacher Corps survival.

The result that Teacher Corps wants to achieve is that schools of education make effective changes in their educational personnel development programs--especially in teacher training--that last, but not past their functional utility. The problem is how to introduce new ideas and practices so that the workable ones last and how to abandon the unworkable old ones to make room for the new. This study examines both kinds of change and illuminates what makes them happen.

The principal feature of the investigation described in this report is a set of case studies of four teacher training institutions that are currently engaged in long-term (5-year) Teacher Corps projects. The focus of the study is on the institutionalization of changes initiated by or in connection with the Teacher Corps programs. The specific aims of the study are to:

- Describe the types and degrees of institutional changes that took place in four university schools of education during the early stages (Years 1 through 3) of the project and estimate the likelihood that the changes will persist into Years 4 and 5 and beyond the life of the project. This description focuses on the leadership qualities of individuals involved in the bureaucratic organization of these universities and traces the leadership functions within the formal and informal systems.

- Explain why some changes appear likely to persist while others do not.

- Generate ideas designed to foster institutionalization, in both Teacher Corps and other governmental teacher education projects in which institutionalization is a goal.

I THE CONTEXT OF THE STUDY

The Paradox of Planned Change

The past three decades have demonstrated that change is a dominant feature of modern life and that it is often disorientingly rapid. Moreover, change is largely unplanned, often does not last long, and is frequently perceived as not beneficial. Planners and social reformers have had great difficulty in designing and controlling the pace and the direction of changes and in harnessing the process of intentional social change for meeting human needs.

The decades since World War II have been characterized by numerous attempts at social engineering. Examples can be found, both in the United States and abroad, of the successful implementation of planned change. The difficulty has been in directing and sustaining these social innovations. A Southeast Asian minister of education, commenting on the problems of attempting to reform his country's educational system said, "The trouble with planned changes is that they either do not last long enough or they last too long." His point was that even innovations that are broadly supported as meeting an agreed-on need frequently do not persist long enough to solve the problem for which they were designed or, once these innovations have been accepted, they are seized on with such tenacity that they become the new rigidity, far surviving their intended role and becoming obstacles to future innovation. A paradox confronting those who plan change is that the usefulness of any change in practice has temporal boundaries. The creative and dynamic solution of today may become an obstacle to progress tomorrow.

Thus, the achievement of lasting change is a two-edged sword: once the obstacles that institutions erect to prevent adoption of new ideas and new approaches have been overcome, the problem arises of how to keep institutions from clinging to such ideas and approaches when they become obsolete and have ceased to serve their intended function. The phenomenon of self-perpetuation, however, is perhaps not without some merit. Institutions need protection from the myriad of badly or only partly formed ideas that reformers advocate. The problem is one of balance: being open to powerful ideas but not succumbing to the temptation of innovating for the sake of innovating. What is needed is a willingness to abandon obsolete practices and at the same time to retain a healthy respect and appreciation for ideas and practices that continue to be useful.

Previous Research

The Rand Corporation study of federal programs supporting educational change (Rand, 1978) suggests that the innovation process has the following three distinct, identifiable stages:

(1) Support
(2) Implementation
(3) Incorporation (institutionalization).

The in-depth study described here focuses on the third stage, achievement of lasting change, or institutionalization. We have chosen to use Rand's working definition of institutionalization: the point at which innovative practice, having been implemented, loses its "special project" status and becomes part of the routine behavior of the institutional system (Rand, Vol. I, p. 17). Securing support for a change and successful implementation of a change are necessary but not sufficient preconditions for institutionalization. The ways in which the support and implementation stages have been carried out may have a crucial effect on the likelihood that the innovation will be institutionalized.*

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*See Beers, et al., Policy Frameworks for Local Action: Lessons from Implementing the Teacher Corps Guidelines, SRI International, 1982.

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Institutionalization of project components can be judged by application of the following criteria. First, institutionalization has occurred when the change sought is understood and accepted as an operating feature by the regular members of the organization. Second, a component can be said to be institutionalized when it is supported by the norms of the permanent system--that is, when the organizational code of behavior supports the presence of a particular change. Third, a component is institutionalized when it is officially recognized as belonging to the organization--that is, when those who are supposed to be in charge accept and recognize the change as part of their roles within the organization. Fourth, a component is institutionalized when a budgetary provision for its continuation exists--when money, space, location, and staff have been allocated. In summary, when the new way of behaving, the new structure, the new organizational patterns, and the new processes have been endorsed, supported, and promoted by those who wield influence in the organization, the component may be said to be institutionalized (Tanner, 1978).

Understanding how lasting change is achieved requires a deep understanding of the nature and motivation of the intervention strategy and of the characteristics of organizations that make them resistant to change. Some confusion and contradiction exist regarding the concept of institutionalization. On the one hand, institutionalization can be viewed as the obstacle to change; on the other hand, it is seen as the desired end state. Organizations are successful in resisting fundamental or lasting change because their practices are already firmly institutionalized. Proponents of change are confronted with the dilemma of achieving too little change or of contributing to the next cycle of organizational inflexibility. Given the tendency of formal organizations toward stability, routinization, and self-perpetuation, this in-depth study will attempt to shed light on the conditions that render schools of education accessible to sustaining change.

Considerable empirical literature and theoretical speculation about implementation of innovation in educational institutions exist, but few researchers have focused on the problem of lasting change. Remaining to be identified are the factors that differentiate between changes that last beyond the termination of outside support and changes that are discarded after such support ends. Also requiring elucidation is whether the combination of factors that leads to adoption and implementation is similar to that which produces institutionalization.

To establish an interpretive framework for addressing such issues, we first examined empirical findings that relate directly or indirectly to the overall problem of institutionalizing change in educational institutions. The research literature directly addressing the problems of achieving lasting change within schools of education is sparse. The Rand study (Rand, 1978), the principal empirical study directly addressing the problem of institutionalization of change within educational settings, does not deal in any major way with Teacher Corps or with institutions of higher education. The most comprehensive study to date on the effect of Teacher Corps on institutions of higher education is the Corwin study (1973), which deals extensively with the problem of implementing educational innovation but does not touch much on the problem of institutionalization of change. Nonetheless, the Corwin and Rand studies have generated a number of insights pertinent to our research task.

Although schools of education often promote change in schools, they almost never give attention to changing themselves. One of the most comprehensive studies on changes in educational settings is entitled Innovations in Education (Miles, 1964). The contributors were an impressive group of collegiate leaders in educational innovation of the 1960s. But no chapter treats change in SCDEs. The only chapter dealing at all with higher education is one on medical education. In Lewis B. Mayhew's volume How Colleges Change (1976), all the cases studied were in departments and schools other than education--even though Mayhew himself is a member of an education faculty.

Current educational literature conveys two messages concerning change in schools of education: (1) schools of education do not want to change and are almost incapable of changing (Arciniega, 1978) and (2) given the current oversupply of teachers and the dramatic drop in college of education preservice teacher education enrollments, schools of education must change or they will disappear. These are bleak assertions, made even bleaker by the results of research on teacher training programs. In their comprehensive study, Clark and Guba (1977) concluded that only about 40 out of 1,400 training programs are "knowledge producers" and that most of the remainder do not even adapt the available knowledge base but allow tradition to dictate their activities. Perhaps even more important, Clark and Guba lament the lack of the capacity for change.

A central finding from research conducted to date is that mutual adaptation is necessary between the innovation and the implementing institution if lasting change is to occur. Researchers on the Rand study (1978), for example, found that Teacher Corps Washington itself was changed in the process of assisting IHEs in adapting and implementing their projects.

Adaptation was found to be different across organizations; that is, Teacher Corps innovation A became innovation A-1 at one institution, A-2 at another, and A-3 at a third. The Rand investigators also found that an educational innovation changed over time within the same institution. Innovation A became innovation A-1 at the time of adoption; it may have become A-2 at the initial stage of implementation, later becoming A-3, A-4, or A-5 before being considered part of the routinized structure and practice of the organization.

Federal change agent policies appear to have been instrumental in stimulating the adoption of innovation. However, the Rand study team did not find that the federal policies were effective in implementing or in promoting lasting change; rather, the fate of projects rested largely on other factors. Similarly, Corwin (1973) found that the presence of outside forces (the national office and the interns) provided more impetus for change than would have been produced otherwise, but this was not necessarily a stimulus for lasting change. The presence of these outside forces often created conflict that was not resolved. Further, the leverage from outside forces was not sufficiently strong to bring about sustained change.

A further finding from the Corwin study was that the effect of Teacher Corps is a function of the status of the IHE. Teacher Corps had less influence on changing the practices of high-status universities than it had on some mediocre ones. This may have been true because Teacher Corps had less leverage over the higher-quality colleges. High-quality universities are likely to have more rigidly enforced standards, and they may have set a limit to the adjustment that they were willing to make to obtain the external funding. Also, high-status colleges were usually more socially remote from the poverty schools they served. An alternative explanation is that the high-quality colleges were already so superior in the field that they could not make improvements with the small increments provided by the Teacher Corps program. Corwin's findings agree with those of Caplow (1963), who suggests that colleges of intermediate prestige are more receptive to change than either high- or low-prestige institutions.

The educational method and scope required in an innovation appear to affect its institutionalization and continuation only to a limited extent. Teachers, however, did seem to be more challenged by ambitious and comprehensive innovations, that is, projects that change their standard classroom practices and require more effort to implement. Having invested the time and effort, they believed the practices made them better teachers and they tended to continue them. This was true, however, only if the objectives of the projects had become clear to them over time (Rand, 1978).

The success of the outcome of an innovation did not appear to affect its institutionalization. The Rand researchers found that those projects that had been implemented and had produced "successful" results were no more likely to become institutionalized than those with outcomes judged to be far less successful (Rand, Vol. 8, p. 20). Summative evaluation, for example, did not affect a program's continuation.

Further, the amount of funds provided for a project was not a reliable indicator of its implementation and continuation. In both the Corwin and Rand studies, the finding was that the more expensive changes were generally no more likely than the less expensive ones to be effectively implemented or to be continued. (In fact, the Rand study showed that the more expensive changes were often more likely to be cut when federal money ceased.)

The form of the innovation, however, may affect the extent to which it is implemented and institutionalized. That is, administrators may be less likely to support an innovation that requires a fundamental change in the organization than an ancillary change that requires no major reallocation of resources and statuses. In fact, IHEs may at times continue some minor and nonthreatening innovations as a tactic to avoid or delay making other more fundamental changes (Corwin, 1973). Also, organizations may attempt to limit change to purely technical matters that can be easily adapted within the existing framework and avoid innovations that require basic change in the organization itself (Corwin, 1973).

The strategy of implementation of a project, rather than the outcome of the project, was found to be an important factor in its continuation. The Rand study identified some of the strategies that were successful in implementing innovations (Rand, 1978, Vol. 8, p. 26). A few of these were: (1) ongoing training that is teacher specific, (2) teacher participation in decisions concerning project operation and modification, and (3) local materials development. Mayhew (1976, p. 10), stated that "Of equal importance as a condition for successful innovation is whether or not individuals involved possess the technical skills to operate the change."

Although the factors discussed above were found to have some effect on the institutionalization of innovation, the Rand study identified other factors associated with the organizational context into which the innovation is introduced as the most salient for successful institutionalization. One of these was a consensus of support for a project. A project with broad-based support (top level and grass roots) had a better chance of being implemented and also had a better chance of continuation than a project with support from only one sector (Rand, 1978, Vol. 8, p. 21). The Corwin study similarly found that the greater the consensus on the need for a change, the more likely the persistence of the change (Corwin, 1973). The Rand study revealed that innovations without broad-based support may be continued in form only or in isolation for a time, but they do not become institutionalized. Top-down projects that failed to generate user support were often co-opted during implementation and, despite official policy, continued only on a pro forma basis (Rand, 1978, Vol. 8, p. 1). Grass-roots projects, on the other hand, may have been successfully implemented even if they did not have top-level support, but they were continued only in isolation (Rand, 1978, Vol. 8, p. 21).

The decisionmaking style of the organization did not seem to be a critical factor in successful implementation or continuation in Corwin's study:

> Contrary to widely-held opinion, broad based participation in decision-making alone did not assure that the program would be successfully implemented...power equalization facilitates change only if all parties involved agreed that the change is necessary and desirable. (Corwin, 1973, p. 368)

Motivation for adopting an innovative project and early planning toward facilitating institutionalization were both significant factors in successful implementation and continuation. Those projects that were adopted as a means of solving widely agreed-on problems were more likely to be continued than those that were opportunistically motivated (Rand, 1978, Vol. 8). Further, the Rand study showed that institutionalized innovations were those for which planning for continuation had been initiated at the onset, when the project proposal was developed.

Both the Rand and Corwin studies emphasize the role of power in the institutionalization process. The Rand study found that institutionalized projects tended to be those supported by district officials who mobilized broad-based support for the innovations. When federal money was terminated, school district managers continued giving their support and attention to assure the smooth transition of the innovation from "special status" to incorporation (Rand, 1978, Vol. 8, p. 20). Corwin came to a similar conclusion regarding the centrality of power. He found a low likelihood of continuation of a project if the supporters of institutionalization were not those who had control of the crucial resources required to sustain it. Teacher Corps projects may have been initiated without the commitment of top-level administrative personnel who have control over crucial resources; but without their commitment, the project is unlikely to be institutionalized (Corwin, 1973).

The crucial importance of those in power positions in an organization is further demonstrated in the decision for continuation. The Rand study found that the decision was made by school officials and school board members rather than by those who played the key roles in the implementation process. Rand further reported that organizational and political concerns often outweighed the educational merit of a project in the decision to continue an innovation. However, a decision to continue a project did not necessarily guarantee long-term institutionalization of the project (Rand, 1978, Vol. 8, p. 19).

The past experience of an organization in successfully instituting change may also be an important factor in institutionalization. The Rand study reported that a school district organization with successful past experience in producing change was much more likely to achieve institutionalization of desired innovations (Rand, 1978, Vol. 8, p. 21).

The characteristics of the individual participants in an organization, as well as the style of leadership, appear to have some effect on the continuation of a project. As an example of the former, teachers with many years on the job were less likely to change their own practices and less likely to continue using project methods after the end of federal funding (Rand, 1978, Vol. 8, p. viii). That leadership is crucial was noted by Mayhew (1976, p. 8):

> The evidence from the cases studied suggests that the strong administrative support by the executive hierarchy of the college or university is the most important condition necessary for innovation and change in American higher education. The phrase executive hierarchy is used deliberately to include the dean, director, and a department head of a unit....

In our in-depth study, we assume that the leadership style and quality of the dean of the school of education would be a critical factor in the institutionalization process.

Theories of Change

Many of these empirical findings are open to alternative interpretations regarding the causes for educational organizations' stability, change, and ultimately reformation through the institutionalization of change. For example, the same empirical findings might be interpreted as a consequence of rational planning behavior (or the failure thereof) or as the result of a complex interplay of internal and external power relationships. Consequently, a variety of models have been considered in this in-depth study. We have drawn on features of both the rational/consensus models of organizational change and the power and conflict theories of change.

In this study, we have not attempted to make any crucial test between these two broad categories of theories of organizational change. On the contrary, we believe that a research strategy of assuming multiple causes is more appropriate. Organizational change and institutionalization are sufficiently complex to warrant consideration that important interactions between these two interpretive frameworks are possible. In the real world of organizational behavior, some changes are probably better explained by one model of change while others may be better represented by another model.

Rational/Consensus Models of Organizational Change

Those theories that would be subject to rational/consensus interpretations about social and organizational change share a similar set of assumptions regarding how change first occurs and the motivation of the proponents of change. First, they assume that rational choices of desirable changes can be made and that, because they are rational, the choices will be accepted. Further, the theories assume a rational model of organizational behavior characterized by a linear sequence of goal setting, planning, implementation, and evaluation--behavior in which the legitimate leaders continually seek better methods, possess valid means for choosing the "best" new innovations, and share consensus in their desire to implement these "proven" changes (Rand, 1978, Vol. 8, p. 7).

When this interpretive framework is applied to Teacher Corps/IHE projects, the assumption is that both the federal agency and the IHE are rational goal-directed organizations that work together to achieve the desired end product. Consequently, from this perspective, the principal obstacles to successful implementation, and ultimately institutionalization, of change are deficiencies in planning and information and in the performance of participating personnel.

Power and Conflict Theories of Change

The theories of change that may be grouped under a broad power and conflict model assume that change is a product of external pressures and constraints on the organization and of internal struggles between rival coalitions of members as they negotiate for resources. The formal rationally derived goals are but one of many possible courses that members of the organization might commit themselves to, and, as Corwin points out, these goals are themselves subject to compromise (Corwin, 1973). Thus, ultimately, the organization's behaviors are determined by the results of power struggles, not by rational planning and goal-setting processes. Externally introduced innovations are subjected to the internal power struggles that characterize the organization.

Thus, from the power and conflict perspective, the key questions to ask regarding the introduction of innovation into IHEs are:

- Which groups within the organization perceive that the introduction of the innovation will result in a gain for them?
- Is there consensus or conflict between important groups regarding the perceived benefits from the proposed change?
- Do the supporting groups control the resources necessary to implement and ultimately sustain innovation?
- To what extent has the original innovation been altered or co-opted in the bargaining process of struggling to gain sufficient support within the organization?

From this interpretive framework, the failure of an innovation to become institutionalized is not simply the result of poor implementation procedures or poor individual performance. It is the consequence of a complex of conflicting interests. Some innovations could never be institutionalized because of power blocks, regardless of how good the ideas or how rationally planned the implementation strategy.

Categories of Factors That Influence Institutionalization

Each of the stages in the process of institutionalizing an innovation presents a crisis of support and adaptation. The theoretical and empirical literature suggests a number of factors, both internal and external to the school of education that may determine the outcome of these crises. These factors interact to shape the innovation as it impinges on the organization and determine whether it will survive to the next stage. These factors may be classified into four categories, as follows:

- Factors related to the characteristics of the innovation
- Characteristics related to the organization of the IHE
- Factors related to the external sociopolitical context
- Factors related to the initiating federal agency.

Factors Related to the Characteristics of the Innovation--This category of factors refers to those characteristics of the innovative program or practice that may be expected to influence the likelihood of continuation. These characteristics might include such issues as the quality or strength of the innovation itself, the support services provided to assist its introduction, the kind and amount of change that will be required of the adopting institution, and the cost of the innovation in both monetary and human resources terms.

Characteristics Related to the Organization of the School of Education--This category of explanatory factors refers to those characteristics of the organization of schools of education that might influence the likelihood that a Teacher-Corps-initiated change will last. Both organizational theory and empirical findings suggest that some important features of the organization may be the reward structure relative to personnel participating in the innovation, the style and quality of leadership in the school of education, the size and complexity of the adopting institution, the past experience with innovation and problem solving in the organization, and the prevailing normative climate in the organization relative to the innovation.

Factors Related to the External Sociopolitical Context--This category of explanatory factors includes those features of the external context that may be expected to influence the chances for survival of Teacher Corps innovations. For example, relevant research findings indicate the potential importance of the job market for teachers in the surrounding area; the support or opposition of local, regional, or national educational organizations; changes in state or federal legislation that require institutional action that is contrary to the continuation of an innovation; and, possibly, the generally negative attitude toward higher education that currently prevails throughout much of the United States.

Factors Related to the Initiating Federal Agency--Some characteristics of the Teacher Corps program itself may affect the chances of an innovation's lasting past the termination of federal support. Examples might be the technical assistance IHEs receive from Teacher Corps to aid them in introducing and implementing an innovation and the kind and frequency of monitoring provided to guide the change after it is adopted by the school of education.

Preliminary Ideas about Causes of and Obstacles to Lasting Change

The foregoing review of the literature on lasting educational changes and experience with Teacher Corps programs suggests some possible factors that might help or hinder institutionalization of changes in the regular school of education educational personnel development programs as a result of participation in Teacher Corps.

The ideas have been derived from research, theory, and experience in the field. The primary purpose of these preliminary ideas was to provide guidelines for the collection and analysis of the case study data.

Characteristics of the Innovation

The Power of the Idea

The fundamental strength and parsimony of the innovation may be important factors in its subsequent institutionalization. The strength of an idea may be indicated by: (1) the IHE faculty's perception of the intellectual and operational quality of the innovation and (2) empirical evidence that in actual performance the innovation produces demonstrable results.

Conversely, an innovation that is considered to be both intellectually and operationally weak may be adopted as a means of obtaining external funding, but is unlikely to produce the results necessary to gain support for continuation.

Intervention Strategy (Flexibility and Support Services)

Incorporation of adequate support services in the IHE, such as preintroduction and ongoing training, pretesting, and materials, will facilitate the institutionalization of innovations. Conversely, when necessary support services are lacking, the chances of institutionalization remain slim.

Innovations that are sufficiently flexible to allow adaptation to local needs and conditions are more likely to be retained than those that are relatively inflexible.

The Cost

Less expensive changes are more likely to be continued after the expiration of federal funding than expensive ones, unless plans have been made from the outset for the provision of alternative funding.

Conversely, innovations that depend largely or entirely on the addition of soft-money faculty whose employment terms coincide with the duration federal support are least likely to be continued.

The Form of the Innovation (Complexity and Size)

Innovations that require only incremental or add-on modifications of the organizational structure of the IHE are more likely to be institutionalized than those that necessitate significant transformations of the reward and status structure. Small innovations are more likely to last than are large ones.

Characteristics of the Organizational Context of the School of Education

Organizational Motivation

The continuation of an innovation may depend on the motivation for its initial adoption. An innovation that was adopted because it was seen as meeting an agreed-on need by those in the school of education is more likely to be institutionalized than one that was opportunistically motivated.

Method of Introducing Change

The care taken in introducing the innovative program or practice is likely to affect significantly its chances for lasting after the expiration of external support. For example, introductory procedures that provide for both the initial and ongoing participation in the planning processes by those who will be responsible for operating the innovation will facilitate institutionalization. Such introductory procedures, we believe, are more likely to result in feelings of ownership and commitment among those who will be involved in or affected by the change. Thus, if members of the school of education have participated extensively in the decision to adopt an innovation or innovative program and in the plans for implementation, they will be more likely to remain identified with and committed to its institutionalization.

Planning for Post-Teacher Corps Support

Innovative programs and practices are most likely to survive the termination of Teacher Corps funding if there have been early realistic planning or if provision of alternative sources of support from the regular school of education budget or from some other external agency has been made. In many instances, innovations that have been successfully implemented and that have provided convincing evidence ot their worth have died primarily because of a lack of advance financial planning.

The Organization's Past Record

A school of education with a history of openness to ongoing self-examination and improvement is more likely to effect lasting change. If this proposition is confirmed, we will recommend a deeper probe to determine the sources of this self-renewing organizational behavior.

Problem-Solving (R&D) Approach

A school of education that has successfully used research and development modes of organizational problem solving will be more capable ot dealing with complex variables to ensure the continuation of an innovation. Such schools of education would systematically attempt to make explicit the objectives of the change, carefully document the implementation of the effort, select and/or develop and refine necessary materials, ascertain what works and what does not and why, and use feedback to improve the operation as it proceeds. An innovation that is subjected to this procedure has a greater chance of either being built into the permanent structure of the school of education or being eliminated on valid grounds.

Reward Structure

Innovations are more likely to be institutionalized when the school of education's reward structure systematically provides incentives, such as tenure and promotion, for faculty commitment to innovative project goals.

The Personnel Overload Problem

Some innovations, especially the more complex and comprehensive ones, require a considerable amount of effort. Personnel may be willing to exert this effort over and beyond their regular work in the beginning, either because of the excitement of trying something new or because the regular load is reduced by using soft money. When the federal funding ends, however, if work loads are not adjusted, already overloaded personnel may be unwilling to support continuation of the innovation.

Control of Resources

An innovation is more likely to be continued after federal funding ends if those in authority positions and/or the high-prestige members of the school of education see it as being in their best interests to support the innovation. Conversely, if the innovative program is left almost entirely to the younger, lower-status, frequently temporary faculty members, it is unlikely to survive the termination of soft money.

Leadership Style

Innovations that have been introduced and promoted by an enthusiastic, dynamic dean or other top leaders in the school of education will have a better chance of survival. Conversely, innovations that become identified with an unpopular leader may lose backing and fail to be continued.

Value Consensus/Conflict Within the Organization

A diversity of values and conflicts among the faculty of an school of education may promote the short-term adoption of innovations but inhibit the development of the consensus necessary for institutionalization.

Factors External to the School of Education

The Needs and Demands of a Changing Society

Forces external to the school of education may be powerful determinants of whether or not an innovation is continued. Institutionalization is facilitated if the external conditions necessitate change as a prerequisite to organizational survival. For example, a sharp and continuing drop in enrollment in the schools has resulted in a dramatic decrease in the need for new teachers. This in turn has resulted in enrollment decreases in school of education. Thus, if innovations are not congruent with or adaptable to the changing conditions of external reality, they will be greatly reduced in size and influence and perhaps even be abandoned.

Interest Group Pressures

Similarly, the likelihood that an innovation will continue may be increased if a powerful external interest group lobbies for its maintenance.

Reputation of Users

We expect that a change would have greater likelihood of being adopted and of lasting if other schools of education of good reputation have similar innovations. If other schools of education are using the new product, process, or program and if they are high-status, powerful influencers, the practice is more likely to be continued.

Characteristics of the Federal Agency

Mandate

The Rules and Regulations for Programs 78 and 79 contain mandates about such issues as multicultural education. However, wide latitude exists for local projects and IHEs to select the changes that they wish to try, for example, in improving their personnel development systems. The idea is that an innovation that lies within a mandated area, as contrasted with one that lies outside, is likely to go farther along the institutionalization path.

Technical Assistance

Teacher Corps Washington either directly or indirectly provides LEAs and IHEs with technical assistance in the projects to enable them to realize their objectives. An innovation that has been given a comparatively large amount of technical assistance probably has a greater chance of lasting than one lacking in such assistance, unless the large amount of technical assistance was provided to bolster a very weak program.

Monitoring

Each project has a Washington monitor. If the project has particularly close or strict monitoring of its institutionalization objectives as well as of other aspects, and if the monitoring relationship is a smooth, congenial one with high rapport, a greater amount of institutionalization will occur than when the opposite is the case.

The extent to which these preliminary ideas about possible causes of or obstacles to lasting change are confirmed in the case study sites is discussed in Chapter VII, "Findings and Conclusions."

II STUDY DESIGN

Constraints on the Study

The generic question of greatest interest to policymakers concerns the nature of Teacher-Corps-related changes in educational staff development programs that last after federal support ends. Formulating a comprehensive answer to this question would require a retrospective study of previous Teacher Corps projects for which federal funding has ended (i.e., in Cycles 1 through 12) and a longitudinal study of Programs 78 and 79 that would continue for some time beyond Month 60 in 1983 and 1984. Such studies are beyond the scope of this in-depth special study, which was performed in Programs 78 and 79 and lasted for only 18 months.

The time frame and timing of this study did not permit a longitudinal institutionalization study. Such a design would have permitted examination of Teacher-Corps-inspired changes that survived. Although we were not able to examine institutionalized changes directly, we were able to seek evidence on which to base some informed predictions about the likelihood of institutionalization in the future. This required a research design that did not depend primarily on outcome measures. Instead, a strategy was needed that permitted scrutiny of the interactions between the stages in the Teacher Corps innovation process and those factors that were believed to affect institutionalization. Such an approach, we thought, would enable us to generate predictive indicators regarding the likelihood that a particular Teacher Corps innovation within a given school of education would be continued after the project funding expired. This relatively open design, while taking into account prior theoretical speculation and empirical findings, was intended to give us sufficient flexibility to modify our ideas if findings during the study indicated that necessity.

The Key Questions To Be Answered

This in-depth study addressed the following six clusters of questions:

(1) What changes in the regular and the Teacher Corps educational development programs for teachers, aides, and other educational personnel (both preservice and inservice) are being attempted in schools of education in the early phases of Programs 78 and 79?

(2) Which of those changes attempted have been abandoned and why?

(3) Which of those changes that are continuing are most likely to last into the post-Teacher Corps period and which are least likely to survive, and why?

(4) In what ways, if any, are the Teacher Corps training programs being offered in Programs 78 and 79 affecting the regular training programs offered by the schools of education in the universities and how long-lasting are these changes likely to be?

(5) What strategies and conditions appear to be powerful in causing lasting changes, and why? Conversely, what strategies and conditions cause changes not to last, and why? (Attention was focused on both internal organizational factors and external contextual features.) How can this information be used as a guide for constructing strategies to promote the continuation of desired change in Teacher Corps and other federal programs?

(6) Is the mandating of institutionalization as a goal for all Teacher Corps projects in Programs 78 and 79 having any discernible effect on the amount and kinds of lasting change? If so, in what ways? What are the prospects for success? What are the schools of education doing to prepare for institutionalization when the federal money is gone?

Schedule

This institutionalization study was conducted during Months 20 through 36 of the Teacher Corps National Evaluation. For projects in Program 78, this covered the last part of the first year and most of Operational Year 2. For projects in Program 79, this covered the last part of the planning year and most of Operational Year 1.

Phases of the Study

The time frame of this study has had an important effect on the study design, as noted at the beginning of this section. Formulation of a comprehensive answer to the generic question of why changes do or do not last after federal funding ceases would require a longitudinal study lasting from the beginning of the project until some time after the project officially ends. This study, however, was scheduled during the second 18 months of the 5-year cycle. To ameliorate the problem inherent in this situation, we conducted a two-phase inquiry: an exploratory phase and a case study phase.

Phase 1 - Initial Field Exploration and Sample Selection

The initial phase in the study was to identify a pool of 10 or more sites that would be potential candidates for inclusion in the intensive case study sample and to explore with those sites how they approached the institutionalization objective. In Phase 1 we specified in detail who would be interviewed and in what order, the nature of the necessary probes for the interview, and the kinds of documentation available.

Phase 2 - The Intensive Case Studies

Phase 2, the main component of the study, was a series of intensive, in-depth case studies of institutionalization in four projects from Programs 78 and 79. They were conducted from May 1980 through June 1981, Months 21 through 34 of the evaluation contract.

The Research Strategy

The Teacher Corps represents an initiative in educational personnel development. It operates on guidelines designed to produce changes in the governing structure and the operations of educational personnel development programs in schools, communities, and universities.

Thus, the Teacher Corps project, which is explicitly designed as a temporary organization, interacts with the more stable, ongoing organizational components of schools of education. One result of this interaction is the generation of proposals for innovative programmatic and institutional changes. Our research strategy was to track these proposals as they entered the school of education and passed through a series of decision points toward either ultimate incorporation into that organization or termination. Moreover, we sought to understand how and why an innovation was developed to fit the needs of the school of education, as well as how the school of education changed in response to the introduction of the innovation.

The Phenomenon To Be Studied

By the end of Phase 2 of this study, we expected to be able to make some tentative predictions about the likelihood that a particular innovation would continue to progress toward institutionalization. Thus, our dependent variable is an elusive one. It is not simply the innovation itself because the characteristics of the innovation must be viewed as a possible cause of the innovation's becoming institutionalized. Nor can the phenomenon of institutionalization be conceived of as a concrete end state. Only if we were able to examine Teacher Corps/school of education program changes after termination of Teacher Corps funding could we define the phenomenon under investigation as the fact of institutionalization itself. In such a study, we might be able to examine the extent to which innovation had become institutionalized because we could apply the specific retrospective criteria according to our definition of institutionalization in the conceptual model. However, because of the scope and time frame of this inquiry, the phenomenon to be studied must be defined as the progress or movement of an innovation toward institutionalization and the likelihood of its continuation.

Innovations were categorized with regard to: (1) size--large, small, and medium; (2) complexity--very complex, moderately complex, not very complex; and (3) kinds of changes, both of substance and of process--for example, changes in teaching methods, training patterns, fieldwork, course structure, evaluation procedures, financing, governance, organization, staffing patterns, content emphasis (adding, deleting, change of emphasis). The procedure was to develop a comprehensive list of both content and process changes from the field and then attempt to follow them as they progressed, were modified, or were dropped altogether at each decision point.

Methods

To track the Teacher-Corps-initiated programs or practices from the proposal stage through the implementation stage, we attempted to observe: (1) how each innovation changed, (2) how the organization of the school of education changed to accommodate the innovation, and (3) how the causal factors interacted at each stage to affect the innovation's termination or potential for survival. On the basis of these observations, we have drawn conclusions regarding the lasting quality of innovations.

In Phase 1, we used two means of collecting data in exploratory sites: (1) individual interviews, combining an unstructured interview with structured probes when the unstructured interview did not reveal information in the major categories under consideration, and (2) seminar discussions with small groups of informants using the combination of structured and unstructured interviews.

In Phase 2, we used an in-depth case study approach in four Teacher Corps sites; the approach was more anthropological than sociological in nature, but elements of both were used. For individual or group interviews, we used an introductory presentation as indicated in Exhibit A. Other related questions were used as appropriate to stimulate elaboration of key points. Exhibit B shows examples of probes that were used at the discretion of the interviewer.

The principal informants in the case studies were:

- Project directors
- Deans of education or their associates
- Documenters/evaluators
- College coordinators
- Selected school of education faculty.

With information from these informants and from a study of project documents, we expanded the list of relevant persons interviewed in each site. They included interns, team leaders, school coordinators, principals of feeder schools, program development specialists, school superintendents, community council chairpersons, and teachers in participating schools.

The second research task in Phase 2 was to study contemporary Teacher Corps activities at whatever stage they were in at the time of the inquiry. We used primarily focused interviews with individuals and groups representing those role positions that are central to the Teacher Corps project's operation.

Exhibit A

INTRODUCTORY STATEMENT FOR FOCUSED INTERVIEW

As you know, in Programs 78 and 79, institutionalization is now mandated. It is one of the four basic outcomes specified in the Rules and Regulations: "Each project must be designed to achieve the following outcomes: (a) ... (b) ... (c) The continuation of educational improvements (including products, processes, and practices) made as a result of the project, after Federal funding ends. (d) ... ."

One part of the national evaluation that SRI is conducting is a special in-depth study of the institutionalization of changes that have been introduced by the Teacher Corps project. By institutionalization we mean the final stage in an innovation, the point at which an innovative practice, having been implemented, loses its "special project" status and becomes part of the routinized behavior of the system. When the new way of behaving, the new structure, the new organizational patterns, and the new subtle processes have been endorsed, supported, and promoted by those who wield influence and by the operatives in the organization, then the component may be said to have been institutionalized.

Much attention has been given to changes that occur in the schools, but this study is focused on the IHE, especially on changes that take place in the schools of education.

We want you to tell us about the changes that were proposed and undertaken by the Teacher Corps projects (past and present) in your institution and what influence they have had on the regular program in the school of education. We are interested in the extent to which these changes have already become institutionalized or show promise of becoming a part of the regular program. It is reputedly very difficult to make changes that last after the federal dollars are gone. We are interested in learning both about your successes and your failures and the reasons for them. What are the lessons that you have learned? We hope that our report will be useful to all projects as they enter Years 4 and 5 when particular attention must be paid to institutionalizing changes--it will be helpful to know what things to avoid as well as what works. Begin anyplace you wish--what is happening now or what has happened in the past. We want to learn what changes Teacher Corps has attempted, what impact they have had on the regular program at the IHE, the extent to which they lasted or vanished quickly, the reasons for what happened, and predictions about what is likely to last beyond federal funding.

Suppose that you were asked to make a candid report to the faculty of the school of education or to a Congressional subcommittee that wanted detailed descriptions of the extent to which Teacher Corps had a lasting effect on your school of education. What would you say to them? What would you report as your successes and failures to make changes last? What advice would you give about what to do and what not to do in bringing about lasting change in your next federal project?

Exhibit B

FOCUSED PROBES FOR FIELD INTERVIEWS

After the researchers briefly describe the basic purpose of the institutionalization sub-study and its research design (as outlined in Exhibit A), the informants will begin to describe what they perceive has been happening, what is currently happening, and what is likely to happen in the future regarding the impact of Teacher Corps on the school of education. We will emphasize that although we are interested in all Teacher Corps innovations, our central focus is on those that relate principally to the personnel training programs, inservice teacher training, and supervisor and administrator training. The researchers will attempt to elaborate the informant's narrative by use of the following types of focusing probes:

- What kinds of innovations and initiatives is the Teacher Corps project attempting that relate specifically to your school of education? In your opinion, what are the priorities for these innovations? Do any significant conflicts exist regarding these priorities? Which of these innovations appear to have a substantial chance of lasting past the termination of Teacher Corps funding?

- Looking back, could you describe how a particular Teacher Corps innovation was modified, adapted, or terminated as it progressed or failed to progress toward institutionalization? If you can, describe a concrete example. For example, were there any changes proposed in the grant application that never actually got off the ground? Why? Were there changes that reached the implementation stage but then failed to progress further? Why?

- Overall, what do you think are the major obstacles to making changes that last? Alternatively, what factors, in your experience, appear to facilitate the survival of Teacher Corps innovations? If you had the major responsibility for institutionalization, what factors would you focus on? What factors or steps would you consider to be critical to ensure continuance?

- In your opinion, what were the major factors that motivated the school of education to seek Teacher Corps project support in the first place? Was the faculty of the school of education unanimously supportive or conflicted? If it was conflicted, what was the nature of the debate?

- Besides the Teacher Corps project faculty, to what extent have other school of education faculty been involved in Teacher Corps-inspired innovations or initiatives? In your opinion, what has motivated their participation?

- Have enrollment patterns changed significantly in recent years? How? Have such changes in any way affected the potential effect of Teacher Corps on the school of education? How?

Exhibit B (concluded)

- How similar or different is the Teacher Corps program from your regular training program in the school of education? Is any school of education staff training going on at present? If so, what kind?

- Can you reflect a little on the reward structure of the school of education and how this might inhibit or facilitate Teacher Corps-initiated change from becoming institutionalized?

- What is the past track record or reputation of your school of education regarding its openness to innovation and its readiness to change relative to other schools of education? That is, is there anything in your opinion that makes your school of education unique or different?

- Do you perceive that there is any predominant educational philosophy or approach that characterizes your school of education? If so, is this congruent or not with Teacher Corps objectives?

- How would you characterize the leadership of the Teacher Corps project with regard to its style and strength? Has the school of education leadership generally been supportive or obstructive regarding the changes proposed in the Teacher Corps project?

- What kind and amount of technical assistance has the project received from Teacher Corps Washington? In your opinion, has this benefited the school of education?

- Looking back to the inception of the Teacher Corps project, do you recall that much advanced planning has been made relative to the institutionalization objectives? If so, what kinds and at what specific stages?

- Are the dean or other decisionmakers in the school of education making, or have they made, any advance arrangements for institutionalization? If so, for which innovations or initiatives? By what means? (e.g., budget allocations, arrangements for necessary "hard" money billets, etc.).

- When all is said and done and the Teacher Corps funding is gone, what in your opinion will be left? What will be the main reason for this?

- What other people in the school of education, the school distict, or the community within which the school district is located might also be able to provide us with useful information regarding the institutionalization of Teacher Corps changes?

- Finally, now that you have talked with us and have had an opportunity to learn the nature of our interests, if you were looking for these kinds of answers, what questions do you think are important to ask that we may have neglected?

The use of an ethnographic type of approach in studies of education is in an early stage of development. However, none of the studies of which we are aware has emphasized study of the dynamics of bringing about lasting changes in schools of education. Nor have they tackled the problem of assessing the dynamics of the attempt to bring about lasting change in an institution that has been highly resistant to even temporary changes, as the Guba and Clark (1978) studies suggest.

PART TWO

THE FOUR CASE STUDIES

III PLAINVIEW

This chapter examines in detail one Teacher Corps site, Plainview. It does not present a comprehensive picture of the total Teacher Corps project in Plainview, but confines itself to one facet of the program. It focuses on an attempt to answer the questions of how much and what kinds of lasting changes in the higher education partner to the enterprise have already occurred and are likely. Plainview participated in Teacher Corps in Cycle 10 (1975-77), in Cycle 12 (1977-79), and now in Program 79 (1979-84). They have thus had 6 years of experience with Teacher Corps with 3 more years to go.

Initiative

The initiative in applying for a Teacher Corps project came from the IHE, a university. The person whom several referred to as having written the original proposal acknowledged that he had done so when he was interviewed. Asked to recall the history of the event, he said, "I originally wrote a memo to the dean that we should make an application. I heard nothing for 3 months. Then unexpectedly a telephone call came stating, We are applying and have 16 days to write a proposal." He secured the support of a close friend and colleague, an experienced and respected educational leader in the Plainview public schools. He threw his weight behind the project and thus secured the full participation of the school system, including the influential director of staff development. According to the dean and the associate dean at the university, they did not apply for a Teacher Corps project until they saw that there was some advantage for the IHE--that is, a chance to strengthen their own staff development work. "We (the dean and associate dean) then made the decision to apply." Because of the dean's Washington, D.C. experience, he was familiar with the array of federal programs that might help him with some of the things he wanted to accomplish. There is evidence also that the national director of Teacher Corps, who had favorably known the dean when he was in Washington, had visited Plainview and had encouraged them to apply for a grant. The principal of the middle school that was eventually involved in Cycle 10 helped write the proposal, and his school continues to be more active than any of the other schools. As this principal stated, "The schools were fully involved in writing the proposal. There was no sense of any lay on at any time. We perceived that Teacher Corps was to serve us. This has been the prevailing attitude." Both the schools and the university have wholeheartedly and enthusiastically undertaken their respective roles and have been seriously committed to making the Teacher Corps program work and endure. Even though participation with Teacher Corps was university-initiated, the school district became fully involved early in the process and has continued throughout. The LEA has by no means been an unequal partner.

The Setting

What are the characteristics of the three partners in Teacher Corps--community, university, and school district--in Plainview? The project operates in an attractive and favorable environment. Given that Teacher Corps' mandate is to work in poor communities where there are typically many problems, some have wondered why Teacher Corps was placed in Plainview.

The Community

Plainview, a community located in the Mississippi River valley, consists of about 170,000 people. It is the state capital and the site of the state land grant university. Both of these are important influences in the community. The area served by the project schools does not appear to be low income. It contains no apparent slum areas. Community officials have deliberately spread low-income housing throughout the city. There are still some basement homes and some with dirt floors; but the city, in both its residential and its business sections, appears clean, tidy, and well kept. Tree-lined avenues and well-landscaped homes dominate. There are poor people in the community, but they do not appear to be desperately poor. As one informant said, "They put on a good front, are reasonably quiet, and they don't cause much trouble." A number of community centers and neighborhood groups actively operate in the area served by the project. The ethnic composition is primarily Caucasian with less than 5% minorities. These are mostly black, Native American, and Asian.

The University

The university (one of the early land grant institutions) was established in the 1860s. It enrolls about 22,000 students on two campuses. Three-quarters of the students are undergraduates. As you walk across the campus, students often greet you with a friendly "hello." The Education faculty is referred to as the Teachers College. Established at the beginning of the century, it is large and thriving, the dominant one in the region, with 3,000 undergraduates and about 700 graduate students. Drops in enrollment in recent years (now tapering off) have presented some problems. After some retrenchment in the faculty and programs, the college is now beginning to consider moving forward again as enrollment stabilizes and even shows prospects of increasing. It remains a strong, well-respected college with a solid tradition of service, teaching, and research, with emphasis on service and teaching. It offers bachelor's, master's, and doctoral degrees in many educational specialties. Some indication of the relative emphases of programs may be noted from the following:

Field	Number of Pages of Courses in the University Bulletin
Adult and Continuing Education	1
Agricultural Education	1
Business and Vocational Education	7
Educational Administration	3-1/2
Education Psychology & Measurement	3
Elementary Education	3
History and Philosophy of Education	1-3/4
Music Education	1
Health, Physical Education, & Recreation	12
Secondary Education	6
Special Education	5
Courses offered in other departments of the University	11

The program with the largest offering is Health, Physical Education, and Recreation, followed by Business Education, Secondary Education, and Special Education. The College relies strongly on other courses in the university and has had a series of strong deans over a long period of time. The University enjoys a favorably conservative image with the educational community. For example, one of the chief officials in the school system stated:

> Contrary to what happens in many cases, the members of the community and our staffs in the schools are not intimidated by the university. The university people are not far-out, wide-eyed radicals with very little practical experience. We see them as practical, useful people. This is quite different from the situation where I came from. There the university people were considered to be radicals to be avoided.

Another school official, a principal in the district, confirms this image of the university:

> The university reflects a rather conservative institutional bias concerned with basic education with an emphasis on skills. Teachers trained there come out well grounded in the basic skills and can get along well in the community. Other states come here to secure teachers trained in this fashion. There is a strong positive relationship between the university and the town. The university and the town are not at loggerheads as in so many university communities. There are many small neighborhoods with organizations that work closely with the university and use its resources.

The School District

The Plainview public schools enjoy a good reputation in the community, the state, and the region. Strong, stable, and enlightened administrative leadership has characterized the district for many years, according to a local informant. The district has an active, advanced, and sophisticated program of staff development that has been in operation for a long time. It was one of the first districts in the country to use teacher aides. It has actively sought and obtained federal funds, which are administered by a special officer in the central administration. However, the school system operates in a highly decentralized manner with considerable autonomy given to the principals of local schools and to project leaders in those schools.

A cordial, close working relationship exists among the school district, the university and the community. As one of the community coordinators stated, "The teachers and parents in our community are close together, and we have much in common." There is a congruence of values between teachers and parents in the school community. The dean and superintendent meet regularly, and communication between them is open and occurs freely. The two men respect each other. This relationship also characterized their predecessors.

The university and community relationship is considered to be harmonious. There is much less of a split between town and gown than is typically considered to be the case in university towns. Among the reasons for this is that the university is located in the center of the community. It has offered many services to the community members--museums, cultural events, concerts, theater. The common interest of everyone in a dominant activity, football, overshadows minor divisive forces. Note the size of the health, physical education, and recreation curriculum. This ethos brings everyone together. The university projects a solid, respectable, conservative face to the community and to the school district. It is looked to with confidence. Strong professional schools in home economics, agriculture, business, law, medicine, dentistry, engineering, and veterinary medicine, as well as education, make visible and lasting contributions to all phases of life in the community and in the state.

Leadership and Style

The dean of the Teachers College enjoys a favorable reputation, not only amongst the faculty in the university, the community, and the school district, but in the profession generally among his fellow deans in education. He projects the image of a quiet, thoughtful person who believes in a consensus type of governance, but he can be decisively forceful when this approach appears to be called for. He vigorously attacks issues, takes initiative, and moves to accomplish change that he sees to be needed. A similar orientation to change is found in the person he selected to be director of Teacher Corps. The director of Teacher Corps, beginning in Cycle 10, and continuing to the present, is an associate professor in the Department of Secondary Education. He was not one of the original driving forces in the application for Teacher Corps in Cycle 10, and he was not one of the persons involved in the writing of the original proposal. He was, however, immediately assigned to negotiate the first contract in Washington. One feature bearing on the institutionalization of change relates to the style of the director of the program. His style of leadership is definitely low key, and, accordingly, Teacher Corps has kept a low profile. "We try not to have it stand out as something separate and apart." Further light on the Teacher Corps leadership came from a key school administrator, who observed:

> The superintendent and the dean selected at the beginning an outstanding first team, who continued in the project over the years.
>
> The director was hand-picked because of his high status within the university staff, because he had a long background of successful work in the public schools, including a long period of service on the school board, and he had high credibility not only in the community but with the public school staff as well.

Further illuminating the style of operations, the director in a typical comment, repeated by him and others many times, stated:

> We attempt to minimize the Teacher Corps label on whatever we are doing. We attempt to have it become incorporated as a part of the regular program.

This seems to be a potentially powerful strategy for institutionalization.

Teacher Corps at Plainview has in one sense become the lengthened shadow of the director, but it also has brought participant ownership. He has been a dominant influence but in a gentle, not a dominating way. The low profile of Teacher Corps is represented in its main office, which is located in one of the schools, near the principal's office, in a large, well-appointed room, which is actively used. There is no Teacher Corps sign on its entrance.

This effort to keep Teacher Corps as much as possible a part of the local program makes it more difficult to trace its influence on the university program. Many informants commented in this same vein. An example:

> It is very hard to sort out the influence of Teacher Corps from many other influences, as it has been developed as an integral part of our program. But there is no question that it has been a powerful influence in supplementing our efforts and moving things further along.

The close working relationship between the school and university was enhanced, no doubt, by the selection of the director, who at the time was an experienced member of the local board of education and had been influential in selecting the superintendent, who still remains in his position.

Change in Plainview

This initial favorable impression of school, community, and university is substantiated upon subsequent probing. Is this a change-oriented environment? Would Teacher Corps, a highly change-oriented program thrive in such an environment? Surprisingly, the answer seems to be yes. Both the school district and the education division of the university have established, well-earned reputations for being "forward looking" not just for following "fads," but for sustained attention to educational improvement. The community, the schools, and the university are part of the relatively untroubled, conservative, stable heartland of the country. There is no widespread dissatisfaction and dissension in the community. Nonetheless, many informants insist that the Teachers College is a change-oriented institution and that at least some of Teacher Corps' success is due to this fact.

Table 1 is a list of changes associated with Teacher Corps, which were derived from an analysis of documents, field notes, and transcripts of meetings held during the investigation. The local project has verified their accuracy.

These changes have also been judged by project personnel as to the extent to which they are on their way to institutionalization. Before discussing each change in detail, it should be noted that this list of attempted changes that emerged from our field studies is somewhat different in character from that which we envisioned in our preliminary study design.* For example, major headings in the list that finally emerged are larger and more complex and interrelated than we anticipated. We were unable to find many "small" attempted changes and almost none that were thought of but never tried or tried and abandoned early. Even upon probing, project participants seem unable to recall such events. Perhaps a longitudinal, in-depth study of what is happening in a project by outside observers sensitively attuned to looking for such things might capture them, but we were unable to in our investigation. What we are left with, then, for the most part are large, complex, interrelated sets of changes that can only to a limited extent be broken down into smaller components. The concrete analysis of each change as envisioned in the original matrices in the study design turned out not to be possible. Furthermore, because of financial restrictions, field visits were reduced so that it generally has not been possible to trace attempted changes over a significant period of time. Although we found some changes between field visit 1 and field visit 2, the list of changes and their progress toward institutionalization for the most part remained similar for the two visits.

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*Refer to original study design, (Bush and Bock, 1980).

Table 1

TEACHER-CORPS-RELATED CHANGES AT PLAINVIEW UNIVERSITY

1. Developing, testing, installing, operating, and continually modifying a competency-and field-based preservice teacher education program at the secondary level (mainly at the IHE).

    1.1 Developing, validating, using, and modifying a set of generic competencies.

        1.11 Increased individualization of the teacher training program--in pace and in content.

    1.2 Increased attention to training middle school teachers.

    1.3 Increased amount of field experience for trainees.

    1.4 Changes in the basic courses and operations in:
    - Phase 1 Foundations of Education
    - Phase 2 Educational Psychology--sophomore block-developmental
    - Phase 3 Educational Psychology--junior block-learning theory
    - Phase 4 Student Teaching--senior block

    1.5 Increased involvement of the special subject matter fields, English, science, mathematics, etc.

2. Formulating and applying a new conceptualization of student development and instructional treatment (aptitude treatment interaction--ATI) (both IHE and LEA).

3. Changes in courses: structure, place of offering, content, and emphases (mostly IHE).

    3.1 Educational Psychology (phases 2 and 3).

    3.2 Methods (phase 4)

    3.3 Curriculum.

    3.4 Offering courses in the LEA.

4. Involvement of the elementary education department and program (IHE).

5. Impact on special education program at the IHE (IHE and LEA).

Table 1 (concluded)

6. Increased activity of the IHE faculty and inservice education (IHE and LEA).

    6.1 Introduction and development of the Resource Center concept in the LEA (IHE and LEA).

7. Greater attention to and involvement of the community in educational affairs (IHE and LEA).

    7.1 Forming and operating a policy board.

    7.2 Creation of a new position of community coordinator.

    7.3 Creation and operation of a community council.

    7.4 Effecting a more harmonious interaction of the community and the IHE.

    7.5 Increased attention to community affairs in IHE programs.

8. Greater attention to equity in teacher preparation programs and in inservice education in the LEA (IHE and LEA).

    8.1 Multicultural education.

    8.2 Mainstreaming.

    8.3 Sex equity.

9. Approach of the IHE to, and methods of working with, the LEA.

    9.1 Translation of the generic competencies of the secondary teacher education program to staff evaluation expectancies in the LEA.

    9.2 Combining ISE and PSE in Nu-Step with LEA staff development program.

    9.3 Training teacher aides, community volunteers, and associate teachers (see also 6.1, Resource Center, 7.1, policy board).

10. Impact on thinking, attitudes, and behavior of individual faculty and students.

    10.1 Increase of communication between departments e.g., secondary education and educational psychology, secondary education and special education.

    10.2 Impact on training and thinking of doctoral students.

11. Increased emphasis in graduate study at the IHE to fieldwork through individual study courses.

In the original study design we listed some preliminary ideas about causes of and obstacles to lasting change. The following are referred to below in discussing explanatory factors for the changes observed at Plainview.

Characteristics of the Innovation

1. The Power of the Idea
2. The Intervention Strategy (flexibility and support services)
3. The Cost
4. The Form of the Innovation (complexity and size)

Characteristics of the Organizational Context of the IHE

5. Organizational Motivation
6. The Method of Introducing the Change
7. Planning for Post-Teacher Corps Support
8. The Organization's Past Record
9. The Problem Solving (R&D) Approach
10. Reward Structure
11. The Personnel Overload Problem
12. Control of Resources
13. Leadership Style
14. Value Consensus/Conflict within the Organization

Factors External to the IHE

15. The Needs and Demands of a Changing Society
16. Interest Group Pressures
17. Reputation of the Users

Characteristics of the Federal Agency

18. Mandate from the Government
19. Technical Assistance
20. Monitoring

Change 1. Developing, Testing, Installing, Operating, and Continually Modifying a Competency-and Field-Based Preservice Teacher Education Program at the Secondary Level (Mainly at IHE)

The university faculty in secondary education in the early 1970s decided that they wished to move in the direction of a competency based program. This was in line with the dominant movement in teacher education at the time; Teacher Corps was one of its strongest advocates. Hence, the congruence of Teacher Corps values and objectives with those of the university prevailed from the outset although not on all matters. For example, the university and the school district wanted in their original proposal to have a feeder system of schools so as to include all grade levels K through 12. This was not approved by Washington, so that Cycle 10 included only a middle school. It was not until Program 78 that Teacher Corps Washington adopted a feeder system of schools for its national program, the view originally taken in Plainview. In another example of differences between Plainview and Teacher Corps, the Teacher Corps program uses a graduate school model of postbaccalaureate training, but Plainview used Teacher Corps to effect its undergraduate program.

1.1 List of Competencies

Over a period of years the university's teacher education program has developed and refined the following list of teacher competencies, which has been strongly influenced by Teacher Corps. These competencies have now become the official operating base for the regular undergraduate teacher education program.

These competencies were under discussion as early as 1970. National leaders came to Plainview from other universities, such as the Universities of Houston, Oregon, Texas, and Utah, to help in their development. The competencies are used in all phases of the teacher education program, except in Phase 1, Foundations of Education, which has thus far proven impervious to them.

TEACHER COMPETENCY PROFILE ____________

Name ____________ Summary of Competencies Demonstrated in ____________________

	Check Competencies Demonstrated Successfully			
	Assessment by:			Notations: Leave blank if competency is demonstrated successfully; document exemplary performance or lack of achievement.
Competencies	Self	Evaluator	Other	
Competency Cluster I - Planning				
1.1 Identified & Diagnoses Individual and Group Needs	___	___	___	
1.2 Specifies Learner Outcomes	___	___	___	
1.3 Determines Assessment Indicators for Each Outcome	___	___	___	
1.4 Plans Focused Learning Activities	___	___	___	
Competency Cluster II - Learning				
2.1 Provides Effective Classroom Environment for Learning	___	___	___	
2.2 Uses Basic Instructional Skills	___	___	___	
2.3 Develops Concepts, Skills & Attitudes of Learners	___	___	___	
2.4 Uses Media, Resources & Strategies	___	___	___	
Competency Cluster III - Assessment				
3.1 Gathers Learner Outcome Data	___	___	___	
3.2 Analyzes & Uses Learner Outcome Data	___	___	___	
3.3 Uses Assessment Data to Improve Educational Program	___	___	___	
Compentency Cluster IV - Humanizing Agent				
4.1 Exhibits & Develops Positive Self-Concepts	___	___	___	
4.2 Demonstrates Human Relations Skills	___	___	___	
4.3 Relates with Exceptional Learners	___	___	___	
4.4 Relates with Multicultural Learners	___	___	___	
4.5 Relates with Appropriate Age Level Learners	___	___	___	
Competency Cluster V - Professionalism				
5.1 Relates with Team, Peers and Other Professionals	___	___	___	
5.2 Relates with Community	___	___	___	
5.3 Establishes & Implements Self-Development Program	___	___	___	
5.4 Demonstrates & Promotes Professional Understanding & Action	___	___	___	
Competency Cluster VI - Subject Area				
6.1 Understands Subject Matter in Endorsement Area	___	___	___	
6.2 Organizes & Applies Subject Matter Skills & Processes	___	___	___	
6.3 Develops Curriculum for Achieving Subject Area Goals & Objectives	___	___	___	

TEACHER COMPETENCY PROFILE

Name ______________________________ **Position** ______________________________

Goals for Professional Improvement Include specific job targets and means to achieve them. Check 1 if completed, 2 if to be continued, 3 if no progress	1	2	3	Proposed Completion Quarter
1. To: By:				
2. To: By:				
3. To: By:				
4. To: By:				

General Evaluation Comments:

Teacher or Trainee

Appraiser(s)

Signatures indicate that the appraisal conference has been held and that the teacher or trainee has seen and had opportunity to respond to the data in this Profile.

Date ______________________________

____
Teacher or Trainee

____
Appraiser's Signature & Title

The competencies are used to evaluate student teaching and other field experiences of trainees and are used even by the placement office in sending reports about candidates to future employers. Illustrating further the extent to which this change has become institutionalized and the close collaboration that exists between the school district and the university, this list of competencies has been adopted by the Plainview public schools as the basis on which its experienced teachers are evaluated.

In response to a question about the extent to which these competencies have become an integral part of the regular evaluation process in the school district, a central office administrator in the district offered this detail:

> Each new teacher is evaluated on an annual basis and thereafter every three years. These evaluations are made by seasoned persons--the building principal, the assistant principal, and department heads--and for the most part are well accepted by teachers. Thus there is a common conceptual framework between the evaluation of student teachers and the evaluation of experiences through the set of competencies. These evaluations of experienced teachers are filed, one copy in the assistant superintendent for personnel's office and one copy in the building principal's office. One copy is kept by the teacher. The result is that each teacher in each school has a set of job targets. There are three kinds of targets established each year:, district targets, building targets, and personal targets for individual teachers. This system has been developing over a period of years, and the development of the university competencies in Cycle 10 Teacher Corps were revised and adopted for use with experienced teachers. It has been a very useful set of concepts that has helped everyone to become more specific about their teaching and the work in the schools. The work has been thoroughly talked through with the teachers.
>
> Inasmuch as there is widespread participation by the district in the student teaching program at the university the teachers had internalized the ideas of competencies so that it was not a long step for them to use a similar frame of reference in their own evaluation scheme.

A large proportion of the teachers trained by the university have their field experience in the Plainview public schools. The use of a similar set of competencies has produced a remarkably high degree of congruence of thinking about the nature of effective teaching between the university and the school district. Why has this lasting change, a set of common competencies, taken place in Plainview?

The existence of such a common point of view about teaching may be considered both a symptom and a cause of the close relationship between the district and university. It has had a long history of growth, is firmly established, and is unlikely to disappear when Teacher Corps dollars cease.

Among the list of possible causes of lasting change, the following factors seem to have been influential in bringing about this first change to a competency-based program:

(1) The Power of the idea

(2) The intervention strategy, and

(6) The method of introducing the change,

which are interrelated, and

(4) Organizational motivation

(8) The organization's past record

(14) Value consensus within the organization

(15) The needs and demands of a changing society

(17) Reputation of the users.

1.2 Increased Individualization of Teacher Training Program

One of the advantages claimed for a competency-based program--where what is to be achieved is clearly spelled out--is that a trainees' program can be individualized. Not all trainees enter at the same point of achievement, and individuals achieve at different rates. Therefore, greater individualization should be possible than when the program consists solely of a series of required courses that all trainees must complete in a standard sequence and period of time, the normal situation for most teacher education programs. To what extent has this far-reaching change of individualization been realized? The answer seems to be "only to a limited degree." Can students complete the program in less than 4 years if they demonstrate all of the competencies? No instances where this had been the case were reported to us, even though we inquired. Do all students take the same basic courses as outlined in each of the four phases? This seems to be true for the most part. There has been, however, some individualization in the fieldwork. Students are observed and rated as to which competencies they have completed. They then direct their attention to those they have not yet mastered.

1.3 Increased Attention to Training Middle School Teachers

The first school in Cycle 10 was a middle school. A perennial complaint in teacher education is that the middle school has had no distinct teacher training program. It is staffed with persons trained as elementary or high school teachers. The Teacher Corps grant application claimed that the university would develop a distinct middle school emphasis. Has it done so? The evidence suggests that it has not, and the prospects are not good. The catalog lists only one course on junior high school education. A middle school credential endorsement is included in their list of endorsements. A strong interest in this change has been exhibited by two prominent and influential Teacher Corps participants, one a school administrator and the other a project leader. But no strong leadership seems to have been pushing in this direction throughout the project. As one staff member stated:

> The middle school endorsement exists, but it is struggling for survival.... The middle school program as a separate credential program has gotten sidetracked in all of the discussions about the reorganizations of the department.... Talk is more about governance...power struggle. The potential for more attention to middle school training may be greater now that elementary and secondary education are combined but it will take several years before the discussion might get around to this topic again.

The factors that may explain this failure are (1) lack of power of the idea, (5) no strong organizational motivation, (11) personnel overload problem, (14) the lack of value consensus, and (16) lack of interest group pressure.

1.4 Increased Amount of Field Experience for Trainees

This has been one of the major achievements during the time of Teacher Corps. With the exception of Phase 1, to be discussed below, all phases have increased substantially the amount of time that trainees spend in the field, in the schools, and in the community. The chief enabling vehicle for this has been the establishment of six Teacher Education Centers by the university, which are now regularly funded on "hard" money. Experienced teachers are carefully selected and paid for by the university to supervise the field experiences of teacher trainees at the different stages of their undergraduate program. Some of this work is now closely coordinated with the work of the Teacher-Corps-funded building coordinators in the feeder schools.

This shift toward field-based work is in harmony with the university's intention in all of its training programs, which has been expressed repeatedly in its proposals to Teacher Corps. It is also in harmony with Teacher Corps' guidelines as outlined in the Rules and Regulations and congruent with the dominant line of thinking throughout the country as expressed in the teacher training literature.

The following factors appear to have been influential in bringing this change about:

(1) Power of the idea

(5) Organizational motivations

(6) Value consensus

(15) Needs and demands of changing society

(16) Interest group pressures

(18) Mandate from the government.

1.5 Changes in the Basic Courses and Operations in Phases 1, 2, 3, and 4

The courses and credits required in the undergraduate teacher education program have been greatly affected by Teacher Corps. The competency-based program, which began with only a few of the subject matter fields participating, has now spread to all fields. The program has expanded under the influence of Teacher Corps from a 1-semester 9-credit program to 24-25 units of credit spread over 4 years, with much of it field based.

Thus far, despite a number of attempts by the Teacher Corps leaders and others in the faculty, little or no change in the direction of competency-or field-based activities has been made in Phase 1, Foundations of Education. Recently, Foundations of Education has been combined under the departmental organization with Educational Psychology and Measurement. Will this change the situation? One of the strong leaders in bringing about changes in Phases 2 and 3 has expressed some interest in working with the Foundations staff to see what might be done. For the most part, our informants report, the staff in the Foundations phase is quite satisfied with how the program has been handled and sees no need for change.

Unfortunately we were unable to interview members of the Foundations staff, so that our data rest on the perceptions of others. Several informants in the organization all concur independently. As one of the key leaders in the teacher education program stated in outlining the four phases of the program and the amount of change resulting from Teacher Corps:

> Phase 1 first-year students are primarily organized around the Foundations of Education in which they have 3 hours of theory and 1 hour of fieldwork. Unfortunately, the fieldwork never took place. The Foundations people seem unable to orient any of their work to the field, so that the course remains a 4-hour theoretical block.

> Phase 2 second-year students are built around the course that has been spearheaded by our developmental psychologists. They have a good practical emphasis here. They observe in the field extensively. [for more details see change number 2 below].
>
> Phase 3 is one of the most highly innovative aspects of the program and has been primarily influenced by Teacher Corps. This is the pre-student-teaching part of the program and is built around Educational Psychology, a learning theory course, which draws heavily on Skinnerian psychology and is integrated with the Special Methods courses. A new course in Curriculum is being added, 3 hours of theory and 2 hours of practical work. This is where the new emphasis on educational equity is being concentrated. [See change 8 below.]
>
> Phase 4 is the old traditional student teaching, which is strongly field based and is built around a course which has been expanded from 8 to 16 hours, plus the Secondary Education seminar. These are new integrated blocks of time that are planned in a much more effective way than ever before. This has been mainly influenced by the Teacher Corps program. Teacher Corps has financially supported the development of the new seminar. It has funded several days of retreat including all the department chairmen and the dean's office. In all of this planning at Plainview, Teacher Corps is an integral part of the program, whereas where I worked before in a Teacher Corps program we always sat "over there and were not considered part of the regular team".

It appears clear that Phases 2, 3, and 4 have changed substantially and are still doing so. Teacher Corps has had a prominent though not sole role in producing this change. Teacher Corps has also had a lasting impact on the rich array of materials that have been available to teach these courses. One of the specialists in Social Studies pointed to a large shelf full of instructional materials that she said had greatly enriched her teaching, all having been supplied by Teacher Corps funds.

What forces contributed to the notable failure to change Phase 1? Four factors stand out: (1) Lack of power of the idea as perceived by the Foundations people. It is apparent that they consider the idea of competency-based education to be weak. Accordingly, they do not feel that their work should be changed in this direction. (2) The intervention strategy was very poor, according to one informant who stated that "our approach to the Foundations people was way off base. We did not talk to them in their own terms." (8) The past record of the Foundations group is not one of much change. History and Philosophy are the most standardized parts of the system, not only in Plainview but in other places in the country. (14) The value consensus was clearly lacking to sustain this kind of change.

Why have the other three phases changed and not Phase 1? The most persuasive explanation lies in the nature of the people who are responsible for the work. For example, in Phase 2 a relatively young, highly motivated psychologist had a series of ideas that she wanted to test and develop. Teacher Corps funds enabled her to have this opportunity, which she then took advantage of, to the widespread satisfaction of those affected by the program, is reflected in the second major change in our list, No. 2.

Change 2. Formulating and Applying a New Conceptualization of Student Development and Instructional Treatment

The second major change resulting from Teacher Corps is woven prominently throughout the record. In our initial interview with the dean he stated,

> What are the most significant things we have accomplished? First and foremost is the work of our professor in developmental psychology, in the two basic courses taught in the teacher education program, especially in the first course, where Teacher Corps has had a major impact.... It has also had a major impact on her graduate-level course in adolescence...and she is now developing a third course that grows directly out of her Teacher Corps work in using the concepts of concrete and transitional operations growing out of the work of Piaget.... The teachers of these courses have learned a lot. Unfortunately they haven't published anything yet. There have been definite behavior changes on the part of members of the faculty. [See change 10 below].

In our interviews with this professor, we inquired whether the materials that she had developed, which seemed to be so well received by so many people, had been put in any published form so that they could be shared more widely. She responded, "You are putting pressure on me just as the dean has." The dean stated "She could publish if she only scheduled her time. I think she will. Sixty percent yes, forty percent no, without Teacher Corps it would have been ten percent yes, ninety percent no with little or no chance." In a subsequent field visit 9 months later, in a response to an inquiry as to what had transpired since our last interview, she immediately responded by going to the book shelves and handing over three papers, one of which was already in press, and before we left she gave us a fourth paper. "What happened to cause this?" we asked. "You and the dean pushed me." "What did you have to cut out of your life?" "Nothing, I've done more this year than ever before." She is worried that, as federal programs are phased out, "our work will be slowed up, but we will keep these things going anyway, somehow."

During the year, instead of reducing her load with Teacher Corps funds, she used the dollars to buy an assistant, "who has been most productive in doing some super practical data gathering on three populations which we did not have information on before." The diagnostic instruments for cognitive learning have been developed, and she is now training people to use them. Part of the material has been published in a recent national professional Yearbook. She reported enthusiastically about some work she was doing in one of the elementary schools in the district, growing out of the course she had taught at the school in response to teacher requests.

This material from the transcript illustrates how changes in programs begin to permeate the system and become institutionalized. Further evidence of institutionalization is provided in the following statement by this same psychologist:

> We want to incorporate essential research in how children are taught. We are trying to find out what teachers need to know about kids in order to teach them effectively.... Teacher training must be field based. It cannot just be done theoretically.... My experience thus far is that on-campus classes are not nearly as effective as the off-campus classes, the support for which began in Cycle 10 of Teacher Corps. Our Phase 2 courses are now essentially field based. It was supported by Teacher Corps before but has been picked up by the department this year, and future funding will be entirely on hard

> money.... Field-based courses take more time, and you have to have fewer students. We are now working out a system where the person who is teaching the field-based course can receive double pay.

One test of institutionalization is to speculate on what would happen if the person mainly responsible for the innovation were to leave. We asked this professor, "Would these good things continue to happen if you were not here?" She responded, "I don't really know if it would go on if I were not here. We have just hired a new psychologist this year to work in the teacher training program along the lines I have been following. This is a tenure track position, which suggests that the idea is becoming institutionalized. I have had some success in working with school people in the field, and the department is beginning to understand this. Both of the top candidates for this new position had good practical experience. This would not have happened earlier." Thus, it seems that the idea is becoming rooted in many aspects of the institution, even to the point of recruiting faculty members in tenure track positions to execute the new ideas.

What are the explanations for this second major change becoming institutionalized? The most obvious one was not even listed in our original study design: the presence of an unusually creative and highly motivated person. (1) The power of the idea is a clearly related factor. She has an idea that is strongly striking a responsive chord in the lives of teachers in classrooms. (2) The intervention strategy of working closely with teachers in the field, developing materials that they can use, helping them diagnose their pupils' learning styles, and so forth, is clearly working well. This is allied closely with (6), the method of introducing the change. (12), the control of resources, is clearly a factor in bringing about these changes. (10), the reward structure, seems to be pushing this person to publish the results of her work, which means it can be shared more widely beyond Plainview by professional colleagues in other institutions. This factor thus relates to dissemination as well as to institutionalization.

Change 3. The Changes in the Courses: Structure, Place of Offering, Content and Emphases

The overlapping nature of our categories of change becomes clear as we begin to discuss Number 3. In both Change 1 and Change 2, it was necessary to refer to changes in courses and parts thereof. In anticipation, changes in courses will be referred to in forthcoming sections 5 (on Special Education), 6 (IHE's Participation in Inservice Education), 7 (the Community), 8 (Equity), 9 (Impact on Individuals).

The dean expressed the view that changes in courses are important: "Five years from now what will be the impact of Teacher Corps? It is important to find out what happens to individual courses, as this is where much significant and lasting change takes place."

The addition of entirely new courses is not found as frequently in the documented instances of change as is the modification of existing courses. Changing parts of courses that are already in the curriculum is much more common.

Our evidence about changes in courses comes more from the statements of faculty members and program directors' reports than from a documented comparison of earlier and later syllabuses, which might be a more valid way of documenting change but was not possible within the constraints of this study. The reports by faculty are quite persuasive. For example, in the case of Special Education, a key informant stated:

> Teaching strategies modeled in the Teacher Corps materials have been very effective.... They have impacted our courses and how they are taught.... My course, Education XXX, is competence based and has been influenced in a fundamental way by the Teacher Corps experience.... It's taught off campus. I take the course to them.... I proposed an instructional model.... It was printed by Teacher Corps and made available to all the trainees and faculty.... I have been developing models ever since. I have changed my instruction substantially as a result of this experience. It is much more individualized. It is built on a conceptual base from Bandura and Bloom. As a result, our work is now individualized in a way that it never was before. We use

> criterion-based evaluation. The National Conference of Teacher Corps really impacted me. It was skill-oriented, and I was fundamentally influenced to put the material into operation when I came back to the university.

Among the enumerated factors causing this type of change, mainly changes in courses, these figure prominently: (1) the power of the idea. (12) control of resources, seems to be present in many cases. (19) technical assistance may be a critical element; it certainly was in the case of Special Education. A factor unlisted in our original group is the readiness and openness of persons responsible for courses. Another unlisted factor that seems to make this type of change relatively frequent is locus of control. Courses, especially parts thereof, are almost totally under the control of an individual faculty member and, therefore, are relatively easy to change if the individual is so disposed. Of course, the opposite can be true, as was cited earlier in the case of the Foundations of Education.

Change 4. Involvement of the Elementary Education Department

Teacher Corps' impact at the time of our first visit to Plainview had been confined mainly to the secondary education training program for undergraduates. With the advent of Programs 78 and 79, where a feeder school system for all levels--primary, middle, and high school--was mandated, a renewed effort to involve the elementary education department was launched. The effort had had little effect at the time of our original visit. There was at that time also a pessimism about the future. The Teacher Corps director considered this to be relatively infertile ground for development:

> We put an elementary education professor on our payroll this year, but we did not get much of her time. We will try again next year. The elementary program has not yet attempted to build anything around the competencies.

An interview with the chairman of the Elementary Education Department, a distinguished, successful leader, both locally and nationally, revealed little knowledge about or concern with the Teacher Corps program.

Ten months later, the situation had changed dramatically. A departmental reorganization had brought elementary and secondary education together, and the former head of elementary education was made head of the new division. This time he spoke in knowledgeable and supportive terms about the Teacher Corps, in contrast with our first interview. In the meantime, he has been actively visiting Teacher Corps operations, expressing keen interest in seeing if the good work, which he now knows more about, continues. He is making plans for finding hard money for the worthwhile work to continue as Teacher Corps dollars disappear. In referring to one aspect of the program that had been considered to be somewhat uncertain for the future, he reached into his files and pointed to budgeting provisions that had been made for the following year and commented, "These are hard dollars and will not be eliminated."

In an earlier explanation of why elementary education had not been involved, it was reported that "they," meaning the elementary department head and his staff, did not believe in competence-based teacher education. In this second interview, the new director indicated that "the teacher education program is dedicated to expanding field experiences, improving quality and quantity, providing it earlier and in a structured fashion.... We work within a competency-based structure." When queried about whether this applied to elementary education, he countered, "Well, we use different language and we have somewhat different emphases, but we will work this out over a period of time." Returning later to the same topic, he stated: "There is need for a variety of approaches; no one delivery system should dominate completely." This unexpected direction that has taken place in involving elementary education would seem to be due largely to an unanticipated event, a departmental reorganization in the college.

Changes in perceptions about people and about styles of leadership are interestingly illustrated here. One early explanation of why secondary and not elementary education was being influenced was that the secondary education leaders were more democratic and open to change. The elementary program was more of a strong, decisive operation by a man "who runs his department with an iron hand." But here is his account of what happened as this "strong man" became the new division head. In discussing the transition, he said:

> We have 64 persons in the new organization.... It has been a smooth transition.... All but one person seems to be accepting it. We have given a lot of consideration to governance.

When asked how the change had been made, he stated:

> I took a chance. I appointed an ad hoc executive group and told them to develop a new program of governance. We had two entities, I told them, and if we were really going to act like one department, we would have to have some kind of a unified governance structure. This committee worked well. They gave me advice and I took it. I told them when they started work that I would stand aside, let them figure things out, and I would go along with their recommendations.

Later, an informant who served on the task force independently confirmed what had happened:

> We went through a long discussion with small groups of the faculty, with various iterations of proposals until we had a system on which there was consensus, keeping the new director informed at all times, so that when we finally had a system in place, there was no difficulty.

The new center director concluded our interview with the statement:

> When Teacher Corps dollars end, we will have thought about the problem and have had sufficient flexibility of how to do things that we can incorporate the desirable features that have been demonstrated from Teacher Corps in a variety of ways.

Another view, this time from an involved principal, comments about the continuation of changes:

> We began thinking early about continuation. This has been accelerated during this last year of planning in Program 79. Teacher Corps has meant doing what we wanted to do anyway but doing it faster and better. We fully intend to continue what we have under way when federal dollars cease.

In the case of elementary education, we have an instance in which a marked change occurred between visit one and visit two. Earlier, a desired change had not taken place and pessimism about the future prevailed. That was reversed. The readiest explanation is that, (5) the organizational motivation, and the structure had changed. (7) planning for post-Teacher Corps support, was also operating.

Change 5. Impact on Special Education Program at the IHE

In addition to the teacher training program in secondary education where Teacher Corps has had a great impact, the special education program has been substantially influenced in a lasting way. The dean stated in our initial interview, "Most particularly we have impacted special education through Teacher Corps." The impact of Teacher Corps on special education was well illustrated in the quotation above, in the section on course changes, from a special education faculty member. It has been a two-way street. One of the reasons for this influence is the Teacher Corps philosophy and approach, which is very similar to that espoused by the Special Education Department, for example, with regard to the placement of handicapped students in regular classrooms as much as possible, a practice referred to as "mainstreaming." As a result of being exposed to materials in an exceptional-child component of the program, a number of interns are going into or have been expressing an interest in becoming special education teachers.

The middle school, which is the flagship of the Teacher Corps enterprise, is considered to be the Special Education Department's best field site. Its M.A. students do their fieldwork in that school.

This already institutionalized change and promise for substantial added changes in the future stems from (14) value consensus, (15) the needs of a changing society, (16) interest group pressures and (18) a mandate from the federal government.

The Teacher Corps program is organized around a detailed statement of special competencies, which also carried over to the special education programs. The mandate of Teacher Corps is that all educational personnel trained under Teacher Corps should have the opportunity to improve their competency to identify children with learning and behavioral problems, diagnose the special needs of those children, and prescribe learning situations to meet those needs. This goal is taken directly from the Rules and Regulations and is referred to as the exceptional child component. A groundswell of support for better provision for the handicapped has been under way for more than a decade, being expressed in influential terms with the passage of Public Law 94-142. In addition, the handicapped have become increasingly strong advocates for themselves and constitute a powerful pressure group in society.

Change 6. Increased Activity of the IHE Faculty in Inservice Education

The Teachers College at Plainview University has, along with most other education faculties across the country during the last decade, given a high priority to increasing its attention to inservice education. Beginning heavily in Cycle 10, Teacher Corps also shifted its attention to inservice education. This congruence of interest was one motivating force that led the university to seek a Teacher Corps grant. One faculty member, in responding to an inquiry about what impact Teacher Corps has had on the university, stated:

> We have new goals for the '80s, and are attempting to devote 70% of our time to inservice education. This probably has been influenced by Teacher Corps in a substantial way. The 3-day retreat sponsored by Teacher Corps was a critical event, enabling us to move forward with inservice education.

The transcript of our field notes is saturated with examples of efforts by the university to strengthen its outreach to teachers and administrators in the field. This attempt has taken many forms, one of which is the offering of courses at the field site. A central facilitating vehicle has been the resource center concept, which the Teacher Corps project has advanced. Its roots may be traced back to Cycle 10, but it has emerged as a full-blown idea in Program 79, where it is becoming expanded, modified and more firmly embedded. As one school principal said:

> A new feature which has been brought about by Teacher Corps is the resource center concept, a philosophical idea rather than a special physical place. It represents a way in which teachers' and administrators' needs can be made explicit and "contracts" written to secure help on specific tasks from interns, university faculty, community persons, and others. It is now being referred to more as resource/support process than as center, but the idea continues to grow, and there is some optimism that it will not only last in the feeder school systems but will spread throughout the system. It represents a vital and practical force in the ongoing program.

Closely related to the resource center concept are the roles of the building coordinator and the teacher center director. In order to facilitate the inservice education program and better to coordinate university efforts in the schools, a half-time building coordinator position was funded with Teacher Corps dollars and is reported to be working extraordinarily well. Will it continue after Teacher Corps dollars cease? "This is something we want very much to institutionalize," says the director. How will it be done? They indicate that they are now discussing the possibility of having the building coordinator role assumed by the teacher center director, which is already an institutionalized role jointly appointed and paid for by the university and the public schools on hard money. This illustrates one of the prominent processes by means of which good ideas become institutionalized, namely, incorporating new tasks into existing roles.

These two positions of building coordinator and teacher center director can be clarified by reference to the work of a staff person at one of the local feeder schools who now occupies both roles. As teacher center director, she sees to the management of all the persons who are assigned to the school from the university as a part of the teacher training program. This is an assignment of considerable magnitude. For example, at the time of our interview, there were approximately 40 students at the school site from the training program, sophomore-level course. They spent 2 or 3 hours per week at the school. There were five trainees in Phase 3, which is lighter than normal--there are usually about 10 or 15 per semester--and there were 26 student teachers at Phase 4. Thus, a total of approximately 75 persons from the university were working in the school, which has a faculty of 125 persons. This saturation of the school with trainees from one stage or another of their training has been normal for a long time. In this person's half-time work as building coordinator for Teacher Corps, she collaborates on all of the inservice education activities sponsored by the Teacher Corps, attempts to coordinate them with the staff development activities of the public school program, and looks after the interests of the interns as they work on their contracts in the schools.

The teacher resource support center idea represents a vital and practical link between the university and the schools and expands the university's outreach to the schools. Much would no doubt have happened in the university's involvement in inservice education without the Teacher Corps presence. But Teacher Corps has accelerated and made much more powerful the university's activities in inservice education and has certainly improved their effectiveness.

The explanations for the success of this effort lie largely in (15) the needs and demands of a changing society, and a changing educational scene. Dwindling enrollments in preservice education require that education faculties look elsewhere for work, lest they become obsolete and disappear. This relates clearly to (5) organizational motivation. Inservice is a mandate in the Rules and Regulations (18), and Teacher Corps Washington no doubt has been a contributing factor in providing technical assistance (19).

Change 7. Greater Community Involvement

A major feature of the Teacher Corps Rules and Regulations, beginning in Programs 78 and 79, is the community component. An elected community council is mandated, and the chairperson is designated as one of a minimum of three on the governing policy board. How has this worked out in

Plainview? Reactions are more mixed about this than about other parts of the program. That it has received major attention, there is little doubt. Our field notes on this topic are disproportionately large. Judgments range from "It is one of the most, if not the most, important and needed components.... What has been accomplished is remarkable and will have a lasting effect," to "The community component of Teacher Corps is the probably biggest headache.... It is still only a token gesture that will disappear as fast as the federal dollars." In terms of a probe as to what had happened on the two fronts of collaboration, and community, the dean indicates:

> The community has interacted with the university in an intimate way for a long time predating Teacher Corps. Plainview is a different town when you talk about community involvement. There is much less active involvement from the low-income segment of the community. The university is located in the older area, where more of the low-income people are located, and there has always been an easy relationship between the university and the people of this area. Because of this close proximity of the university to low-income population, we have informal as well as formal contacts with no strong town-gown differentiation. Plainview is really a very homogeneous community. There are less than 4% minority statewide and Plainview is about the same. Schools qualify for Title I funds because of low income, not because of ethnicity.

Community participation has been taken seriously by all parties. The dean's office refers to it as one of the two major thrusts:

> Many of the university faculty have had little experience in working with the community. Now they are being forced to do so more actively. Cooperative efforts reflected in the community council and in the advisory council bring all elements together. This kind of collaboration will no doubt last.... It has already become institutionalized in one school and will in the other two. We need more adequate structure to deal with community concerns about schools.

Some informants are pessimistic and emphasize the negative and difficult features. Others emphasize positive accomplishments. Overall, there is some evidence that things are getting better with time.

The problematic side comes out in different ways. A knowledgeable and active community person states it in this way:

> The community component of Teacher Corps is probably the biggest headache. Trying to secure active participation is an uphill battle and we haven't realized it yet. There are a number of concerns, the main one being that citizens are inclined to say, 'You teachers are trained. Do your job, leave us alone; tell us what you're doing but don't involve us in too many ways. We are already going to too many meetings.' As far as their children are concerned, they would rather go take a walk with their children in the park or read them a book in the evening, which is more important than attending meetings.

An educator in the schools, when asked how she felt about the community component, says:

> I don't feel very good about it. It is so very difficult to get more community involvement and get them to do something meaningful." They had a workshop early in the year, which several community members who attended thought was valuable, but I thought it was rather thin stuff. They seemed to enjoy getting together this year, but there is still not too much action and follow-through.
>
> In the twelfth cycle they had community aides, but these were eliminated in the current program. And I think this was a serious mistake. The community program has, to some extent, been in the doldrums since then.

Things did not get off to the best possible start. For example,

> The community-wide election mandated in the Teacher Corps regulations was a farce. We already had community groups operating. We did not need a new one. We have now modified the process so that these already existing community groups nominate persons to serve on the community council, which is much more effective than trying to have a community-wide election. Our geographic area is so large that people in one part of the community do not know those in another part of the community. The service area under the feeder school system takes up almost half of the city. At the beginning we had a number of meeting-goers. This has subsided to some extent. We stepped up our community participation halfway through the cycle and have been gaining ground ever since. There are a number of community

> centers in operation in the city, including one for Indians and one for blacks. We've had some problems with our representation because we did not have any persons elected from the area as a whole. This was discussed with the monitor from Washington, who suggested we try to have districtwide elections, and this helped to overcome some of our problems.

The original chairperson of the community council constituted a problem during the first year.

> She had some private agendas regarding school district policies and practices that had nothing to do with Teacher Corps, and that got in the way. Also she had no idea how large and complex the job was until she went to the regional training sessions and came back overwhelmed. When she returned she wanted to follow the federal guidelines on governance literally, and this caused a considerable amount of difficulty.

The particular problem related to the respective roles of the advisory board and the policy board. The advisory board was a holdover from Cycle 10 and Cycle 12, and it actually functioned very well as the governing group. "It had always been the real power in Teacher Corps," stated the director. When the first community council chairperson insisted they were not meeting the Teacher Corps guidelines by having the dean, the superintendent and the chairperson of the community council serve as the official policy board, they decided to form the policy board. According to the director, however, the real power still is in the hands of the larger and much more representative advisory board. All matters are taken up there before they are ever brought to the policy board, which approves what has been through the advisory board. The community coordinator feels that this insistence on the part of the original chairperson had a beneficial effect on the project by requiring the dean and the superintendent to pay more attention to Teacher Corps than would otherwise have been the case. Several pieces of evidence were brought forth by other informants to indicate that the policy board has really been an added fifth wheel in the machinery. It would be better, this community council chairperson thought, if there were a joint school and community council but that a preponderance of community people would be necessary to keep them from being dominated by the professionals.

A Teacher Corps staff member expressed reservation about the community component by noting:

> The school/community impact is unsure; I'm unsure of what can be done here. There is much talking and often disappointment about what happens. In the tenth cycle, they attempted to involve parents with instructional work in the schools. This quickly degenerated into a very "formal" procedure with little innovation and not much impact. The general attitude that comes through sooner or later is that "teachers are hired to teach, let them do their job. They can inform us about what is happening, yes, but don't ask us to help." This is probably the dominant parental view and is probably not changed as a result of Teacher Corps or any other attempts at community involvement. Educators readily accept this view and use it as an excuse to not bother about further involvement. The Teacher Corps party line is more involvement, but they have no definitions. To them, involvement means much more than working in classrooms. I question whether the community council now represents genuine community participation.

One person who had been active in the community component stated:

> With a new community council chair and added experience, matters are beginning to work better this year. We are beginning to do more things now. Communication is opening up. University faculty come to our meetings and explain things. We have been asked to come in to talk about community in one of the curriculum classes. The community is learning to ask more penetrating questions. We have only one person who is strongly antagonistic to the IHE, but this seems to be diminishing as we continue our discussions and develop some trust. Community people are not as intimidated by the university folks as they are by the school administrators--a problem which we are trying to work on now.

Another informant reported:

> The community council is working much better under the leadership of the new chairperson. Things have gone much more smoothly during the year, and a number of constructive activities have taken place. We have had a businessmen's luncheon which was planned at the middle school, a grandparents day which was arranged at the elementary school, and we had an outstanding open house at the secondary school, with more parents in attendance than ever before. All of these have been directly influenced by Teacher Corps. The high school community council which had been formed earlier is now working actively. The council is directly the result of the involvement of several persons in the Teacher Corps community council and the training they received at a regional training meeting sponsored by Teacher Corps.

The director went on to state that:

> We have a good start in involving the community--many more contacts with community agencies than we have ever had before. Parents just drop in to the schools or call up and ask questions.

When queried as to whether or not the community coordinator, paid for by Teacher Corps, would be institutionalized and become a regular member of the staff, the director emphasized that there had been a statewide 7% lid placed on all increases of expenditures, so that the chances of having any new kinds of positions were quite remote. He indicated that there was need to document much more of what the community coordinator had been doing and report on it more before the people would insist that the position be continued. "We will continue the position for the next year or two, but I doubt if the the dollars in Years 4 and 5 will be there, even though we strongly want them to be."

The community component has not found its way very much into the university's thinking and operations, several informants agreed. "The tie between the university and the community will probably be lost as federal funding ceases."

The high school community council is reported to be getting stronger all the time. It has been active and participated in a considerable amount of planning. It was not effective the first year, much more useful and interesting things have been done this year. The group likes being together and is not meeting just to be meeting. They planned an open house for community members, which was overwhelmingly successful: more than 1,200 people showed up. They provided guest speakers and are experiencing much more constructive leadership from the chairperson. The principal has been very nurturing in his relationship with the council and sees it as a positive influence on the school. Even at this early stage, it would seem to be well on its way to institutionalization. There seems to be no reason why it should not continue after Teacher Corps funding ends, and there is considerable argument for its continuation.

On the other side, an informant says, "Community is still only a token interest in the university, and nothing likely will happen." The dean, when asked whether the community council would continue, stated: "probably not, nor will the policy advisory board." Will this mean that the community component will be lost? Both the dean and the director began to engage in a conversation with each other as to what might be done in order to see that this aspect, which had been valuable, could become institutionalized. They came up with an idea originally suggested by the dean that, inasmuch as there was a policy advisory board in each of the teacher centers that had been established by the university in the various public schools, they might consider how these boards could take on the community liaison function and thus become a part of the regular activities of the Plainview public schools and the university. The community coordinator position would disappear with the end of Teacher Corps funding, but this role might then be taken on by the teacher center directors, as the teacher centers have a cadre of people, who are paid one-half by the university and one-half by the Plainview public schools. There seemed to be a tacit understanding between the director and the dean that this was a good issue to have raised and that they could work now to see what could be done toward institutionalization. This is another example of incorporating new roles with old roles so that the work can become institutionalized.

Returning to how much the university has been influenced to give more attention to community in its regular program, a senior faculty member said: "Not much. Maybe we're doing a little more, but not very much." Another faculty member added, "We are trying to emphasize Cluster Five competencies, which includes the community, in one of our seminars." Still another faculty member said, "The community component has not affected the basic teacher training program very much."

One key school district participant pointed out the positive benefit of the importance of community participation thus:

> Teacher Corps has also had a big impact on community involvement with regards to the school district, in having our schools more firmly rooted in the community. This is very important, and we

> are making strides every day. Communication between parents and teachers is essential. We've been derelict in this in the past. Having a community person here in the school has been a great asset. It should be incorporated into all schools. Parents are involved in this school more than ever before. In the past, much of their involvement has been on the negative side. They came to school only when there were troubles. The issue has not been fully resolved, but it makes it much easier for us to have a positive and regular relationship with the parent. We use the community coordinator and workshops to provide us with parental input. One of the unfortunate aspects, of course, is that the children of the minority and the poor are not as involved as we would like. This is very difficult to bring about, but it is quite clear that parents, over the last few years, have a much more comfortable feeling about being in school and talking with the teachers and administrators and feel free to express their judgments.

Asked whether or not this added community emphasis in the schools had any impact on the university program, he replied, "No, the community component has not influenced the university program very much."

The new director of the Curriculum and Instruction Center, in response to an inquiry about the community, indicated that the university side of community participation has not been very much dealt with. He thought, however, that probably the university was going to get into this matter, not from the curriculum and education side, but probably more in terms of getting support from the community on the basis of providing financial support for the schools. We raised the question as to whether the same kind of thing might be done on the community aspects of university training as had just been completed so successfully on the equity side of matters. He listened carefully and said maybe that was an idea that ought to be pursued. We discussed this later with the director, who said that something might be heard from that.

There is ambivalence and contradictory evidence regarding the community component. Clearly, there is less satisfaction on the part of the university personnel with what has been accomplished than on other aspects of the program. The university has not been affected as much as the public schools, and there is less evidence of lasting effect. What factors might explain this? There have been some problems in how the change was introduced (number 6). The university educators do not have a long history of community involvement (number 8). Most powerful probably, is the fact that educational professionals still do not feel at ease sharing power with those they consider to be inexpert, in spite of the growing evidence that sharing power increases power (Joyce, 1978).

The university is a step further away than the public schools in responding to the immediate community. This may account for the greater success of this mandated part of Teacher Corps in the public schools.

Change 8. Greater Attention to Equity

Equity, as defined in the Plainview schools, refers to multicultural education, mainstreaming, and sex equity. One of the most prominent accomplishments during the year between field visits 1 and 2, has been development of a comprehensive program on equity and its implementation in the schools and the university training program. We saw the beginning in our first visit, the accomplishment in 1 year has been impressive. As a university staff member who took the lead in the development explained:

> We have made great progress with our new emphasis on equity, which encompassess multicultural education, mainstreaming in Special Education, and in sex equity. Teacher Corps has played a major role in bringing about the multicultural aspect of this emphasis.

The staff member reported on an equity week that had developed as a part of this endeavor and provided copies of materials that indicated how this work was integrated with all other aspects of the program. He commented on the role played by the public schools, by the state department of education, and by the university. There seems to be no question in his mind, and it has been mentioned by everyone with whom we spoke, that this is already a regular part of the program.

Another key staff member stated:

> There has been a source of pressure on all the professors to include something in their program on mainstreaming community education, sex education, and multicultural education. We decided to add a unit of credit to the program and are now having a concentrated week of attention to these matters. It seems to be working. It is a part of Phase 3 of our training program. If the current success is any indication, this program will be institutionalized as a direct result of Teacher Corps efforts.

The strategy has been to add units to the professional sequence of courses--not to have a separate course on equity, but rather to integrate it into all aspects.

> It is becoming already a part of the regular program, not a separate course but as an integral part of the teacher education requirement.

Two new competencies have been added to the old list. This concern exists in the public schools, too, as one administrator indicated:

> Educational equity is a big emphasis with us now. All probationary teachers in the district must satisfy standards with regard to their understanding of educational equity and have competence in pursuing goals related thereto before they achieve tenure.

What are the explanatory factors for this rapid success of moving equity considerations toward institutionalization? The most prominent and powerful factor is (15) the needs and demands of a changing society. Also significant is (18) a mandate from Teacher Corps Washington. Furthermore, equity is a new standard in the National Council for Accreditation of Teacher Education (NCATE), and the state department of education also has been exerting its influence in applying standards in this area. (16) interest group pressure, no doubt has exercised an important influence. The intervention strategy, (2) seems to have helped things along, as has (6) the method for introducing the change. The control of resources (12) applies to the development of materials, and substantial technical assistance (19) has been forthcoming for several years. The convergence of so many different factors sheds some light on why the institutionalization of equity has taken place so rapidly. What will happen if the pressure goes away? Will conditions slip back rapidly? It is difficult to conclude. What has been achieved may be more superficial than many claim, but it seems that some significant first steps have been taken.

Change 9. Approach of the IHE to and Methods of Working with the LEA

The strength and lasting character of the working relationship between the IHE and the LEA in Plainview stand out prominently in the record of our first field visit and were confirmed in many ways in the record of the second visit. The evidence is overwhelming. Almost all informants, both from the university and from the school district, testify strongly on this.

The chief administrator of the school district stated:

> In general, the relationships between the schools and the university are good. The geography is important. We are close together and it doesn't take an undue amount of time for us to visit with one another. Also the leadership is important. The dean and I, while we don't agree on everything, support each other and have good communication. There is also the generally good feeling between the community and the university, less animosity than where I came from. There used to be some grousing that the university was using the schools, but that has almost totally disappeared and now instead the trainees are looked upon as a positive resource. The university and the public schools need to work closely together even more than they do. The Teacher Corps director was on the school board when I came in, and we have had an excellent relationship continuously. To some extent, our cooperation has been a matter of necessity, at least from the university's point of view. We are the only large school system nearby, and the university must have a place for its student teachers. We have some joint appointments but not many. How much impact has Teacher Corps had upon the university? I'm not sure. One way, it has forced the director of Teacher Corps to deal with us and work more actively than the university probably would have--not the director himself, but the university generally. This is a two-way street. We have to get a better relationship between theory and practice, and we can do this only if we work together.

Another school official who serves in the central administration stated:

> My office is the liaison between the Plainview schools and the university. I serve as a member of the Teacher Corps advisory board.

This administrator talked at some length about the new system of credit that teachers get for working with the university trainees. It is proving to be a good reward system. She was a little worried that there might be some grievances before too long because some of the teachers in the district were not having as much of an opportunity to participate as others. She hoped this would not happen.

The relationship with the university is sufficiently important that several administrative positions in the district are substantially dedicated to it. How this works may be seen in the following description of how the problem of granting credit was solved.

> The district does not believe in paying teachers for work in teacher training. The philosophy is that the Plainview schools and the university are each closely allied with the other and provide service to the other as a mutual supporting system. This is not the way the matter is viewed in most places in the state and elsewhere in the country. The local teachers association always has this item of work in student teaching on the negotiation table, but it is always thrown out. I think teachers are quite satisfied with the present arrangement. The tuition credit system avoided the total rejection of teacher training by the teachers, who might have said no had it not been forthcoming. The program was worked out by a task force appointed jointly between the school district and the university with one of the administrative officials from the university, who was chairperson. The request was presented to the Board of Regents and there were no problems. The attitude between the personnel in the university and those in the schools is one of equal colleagues. There is not the traditional rift between the two.

This official went on to point out that the district interviews every candidate who applies for a teaching position in the Plainview schools. This amounts to almost 1,200 applicants per year. They engage in recruitment in an eight-state area, attempting particularly to recruit minorities. Because of the low number of minorities in the community, it has been extremely difficult. They hire about 10% of the 1,200, and of those 85% turn out to be local Plainview University graduates. This has been true for a number of years and is partly the result of the fact that the people who are trained in Plainview are more likely to remain, partially due to the fact that they are considered to be better prepared than almost any other teachers from teaching training institutions where they attempt to recruit. This staff member also spoke about the fact that there was a strong staff development emphasis in the district because of a strong full-time staff development director who had established a climate of lifelong learning in the district. Inservice education is for everybody from the superintendent to the noncertificated staff. This dovetails nicely, she pointed out, with Teacher Corps' emphasis on inservice education.

A school principal indicated that Teacher Corps had been a most successful project because of several factors.

> The university and the schools have a very close and continuing relationship from a long period back. Members of the schools participate in the university programs, including teaching, and (they in schools) draw heavily upon the university faculty for their staff development and school improvement programs. This, too, has been a long-standing tradition. The superintendent and the dean of education meet monthly to exchange views. This characterized the relationship of the previous deans and the previous superintendents. The university is very open to input.

A district coordinator commented:

> Teacher Corps has done a fantastic job in getting the IHE and public schools closer together in planning evaluation and staff development.

Yet another administrator in the central school district stated his views:

> We are interested in things that can be institutionalized, not just getting federal dollars. If the federal projects stand out as too distinct, they will fail. It is necessary to integrate them with what we are already doing. If the federal program is so restrictive in its regulations that it will not let us do what we want to do, then we do not apply. Teacher Corps has been unique

> in its contribution to our program here. It has brought a number of university people into our school setting and has enabled them to help us considerably. The director of the project can go to the university and tell them what we need and what works and does not work in the schools, and this makes a difference. We are beginning to reap the harvest of Teacher Corps efforts in the previous cycles.

The statements from the university side of the ledger are no less positive. The dean recounts that:

> The school district and the university have interacted in an intimate way for a long time predating Teacher Corps. We have had joint employees in the teacher education program from the Plainview schools, and the university and members of the faculty have offered graduate programs for people in the field which are entirely planned and taught by the regular members of the faculty. We have used a few adjunct faculty but not many. This category is much more used in some fields than in others. A large number of people in the public schools are quite sophisticated in evaluation and could be more used, which I hope will happen.

In recounting a list of the "lasting effects of Teacher Corps," the dean stated:

> The third and lasting effect of Teacher Corps is the development of an increased sense of community between the IHE faculty and the Plainview public schools. Normally, the IHE faculty are too removed from the real world of public education. On the other hand the teachers in the schools are often too immersed in the details of their work to see the larger picture. These are stereotype reactions partly, but there is more than a grain of truth in them. The Teacher Corps program has contributed to bridging this gap.

The dean continued to elaborate on the relationship of the IHE to the field. He recalled that back in the mid-60s, when they had a laboratory school entirely under control of the university, it was mandated that these laboratory schools be closed and they were given some additional dollars to establish relationships with the public schools. They established relationships with several schools to begin with. However, this base appeared to be too narrow, and they have since expanded beyond the original group. They have established teacher education centers in several of the schools to take care of student training in their teacher education program.

The former head of elementary education and the new director of the Curriculum and Instruction Center, speaking from what he termed "the long vantage point of having been in the job for 4 months," said that the excellent relationships between the Plainview public schools and the university have been influenced strongly by Teacher Corps, which has helped to consolidate and strengthen that relationship. The associate dean from the university talked about the influence of Teacher Corps by observing:

> Teacher Corps' impact is its help in keeping town and gown together. Often in university communities this relationship is not good, but it has been very good here. For example, the Teacher Corps program has enabled me to get back into the classroom in the schools. In one of the previous cycles I was able to get back into the junior high school and spend 2 weeks in a social studies class with the junior high school teacher. This refreshed me considerably in my work at the university.

Another university informant commented

> The flow of information back and forth between the schools and university is much greater than it has ever been before. Teacher Corps has helped us with this when we have had troubles. We had begun this kind of interchange before Teacher Corps, but now we are getting much greater payoff in our efforts. The planning year of Program 79 has been a big effort, but we think that it will pay off. It will help in the long run and enable our staff to become much more competent in planning.

One of the strongest figures in the IHE, who has been in the college for many years, in his opening statement said:

> We have an excellent relationship with the school district, and it has been going on for a long time. Battles had to be waged in the beginning, but it has been a very positive situation for a very long time and Teacher Corps has moved that forward significantly.

One key element referred to on a number of occasions is a course taught by the university for public school teachers who supervise beginning trainees during their practicum. This includes training and the use of the competencies referred to earlier. This course has been very popular; it is always filled to overflowing with teachers from the district and has made a significant contribution to the rapport betwee the two systems. The creation of six teachers' centers, which are paid for by the district and the university, has also been an extremely helpful and useful way of operation. The appointment of building coordinators in the Teacher Corps program has also helped to solve problems. It has led to a better screening for the acceptance of student teachers. An examination of the well-developed syllabus for this course provides rich detail of the kinds of relationships that have been established between the university and the district teachers also shows the distinct influence of the Teacher Corps work.

The way in which the generic competencies for the university program have been incorporated into the teacher evaluation scheme in the public schools (see Change 1) is probably one of the strongest examples of the symbiosis that has developed between the district and the university. It appears to be so firmly rooted by now that it can be considered as fully institutionalized and will not disappear when the federal dollars cease.

Have there been any failures? Are there any rough spots? Not many. One of the few examples of a failure may be noted in the following statement by one Teacher Corps staff member:

> One Teacher Corps project attempted to develop an alternative junior high school, to do something for the children who were not getting along in the current junior high school program. This was especially a major goal for Cycle 12. It completely fizzled out, never even got off the ground. What were the reasons? These were difficult to understand. We really don't know why. They were 16- to 19-year-olds who hadn't finished high school and were dropping out. For some reason they simply would not take advantage of the opportunities that were offered to them. There were some 45 students, and we reached only a few. Following this attempt, the school set up a community-wide junior high school alternative program to reach this age level of kids. They have been somewhat more successful, probably because the kids were a little older and are amenable to further educational opportunities. They have had an opportunity to see what it is like not being in school.

A minor "rift" between University and district was reported by a university faculty member:

> It seems to me that the schools and the university are not hitting it off too well. Their staff development program doesn't want to

> have anything to do with the university. They have their own staff development office and feel that the university can not be of any use. They have one of the best inservice educational programs in the country. They have spent many hundreds of thousands of dollars annually, but they do not work with many persons at the IHE or have much respect for them. They have great respect for a few. None of the staff development people have come to us for collaboration, and some at the school district have collaborated with us. Teacher Corps may open the doors to greater collaboration. I have tried twice to get collaboration with the teacher centers and I have been shut out both times.

There is some evidence from the school district side to confirm, that the relationship is at times strained. The view was expressed by several informants that the university is a "big bureaucratic structure that doesn't want to change." One informant said:

> There are some superior people there who understand and want to work with the public schools, but this is the exception rather than the rule. Also, all federal programs, including Teacher Corps, are full of bureaucratic red tape and keep you from doing what you need to do. Also, I feel no ownership in Teacher Corps. The schools in which they are working are isolated and will not have much impact in the public schools.

This brief instance of negativism seems to be a singular exception to the rule. It is in contrast to the overwhelming evidence throughout our data of the close and effective ways in which the IHE and the LEA have worked together over a long period of time.

What are the factors that appear to cause this state of affairs, which is so widely sought and so frequently lacking? This relationship seemed to be firmly institutionalized even before Teacher Corps; the Teacher Corps has advanced it. A key factor that stands out is tradition (8). This close relationship of the educational faculty to the Plainview public schools goes back for several decades and has established a solid tradition that appeals widely and that everyone seems to believe in. This attitude no doubt influences newcomers as well as oldtimers. There is a high expectation that things will go smoothly between the university and the schools. When problems are encountered, it is assumed that they can be worked out. Both organizations are motivated to collaborate (5). They have much to gain by collaboration and much to lose by not doing so. The reward structure (10), on both sides, is slanted in the direction of collaboration. The leadership style (13) no doubt has played a part. There is considerable value congruence (14) between the two organizations, and they seem to have much in common regarding the way in which they go about introducing change (6) and (2). Again, as in the case of the causes for institutionalization with regard to equity matters discussed above, the convergence of a wide array of forces seems to have taken place in this instance to produce this strong result.

Change 10. Impact on Thinking, Attitudes, and Behavior of Individual Faculty and Students

To our repeated query, "What will last after the federal Teacher Corps dollars are gone?" one of the most frequent and ready replies in Plainview was, "Its impact on individuals." Changes in thinking, attitudes, and behavior of students and faculty--interestingly, administrators were not mentioned--in the IHE emerges as a prominent outcome of the Teacher Corps experience, according to both participants and observers. A senior faculty member suggests that "There has been change in the kind of graduate students and their work." He gave several examples of the program specialists of Teacher Corps attracting people who are action oriented and who continue to publish after they finish their degrees. He thinks Teacher Corps had a direct influence on that. One of the Deans at the university stated it forcefully and simply:

> Our experience with Teacher Corps is that it has had a major impact in the development of our faculty. This has been its main impact. It has impacted the thinking of our graduate students too.

When we asked for examples, the dean remarked (about a Teacher Corps member who was also getting her degree), "It [Teacher Corps] has had a great impact on her, and she has had a great impact on the program."

Upon being interviewed, this person independently stated:

> I have been influenced in a major way by the developments of the Developmental Psychology Seminar. I have a much better idea of how to teach junior high school children, how to group them, and in general how to approach them.

She saw the materials in this work as having had a fundamental effect on the way she approached her work.

Another example of influence comes from a Teacher Corps field staff person in the schools who was also taking work toward an advanced degree at the university:

> The biggest footprint that Teacher Corps has left in the schools has been on me personally. I have become much more powerful in my work as a result of having developmental information that has been a part of the work of the professor in Developmental Psychology. This impact began in the Tenth Cycle, when I began my work with her, and continued and expanded in the Twelfth Cycle. The developmental model has given me a framework for reviewing children that I did not have earlier. I was trained as an elementary school teacher at the university and received excellent training in elementary education and reading, but it was primarily at the skill level. Now I have a larger theoretical framework on which to base my work and it enables me to be much more effective with a wider variety of persons. We are constantly setting goals, using the competencies as a guideline. This keeps us from getting off the track.

When this same person was asked, "Have the faculty changed?" she stated "Yes," but then went on to elaborate on the changes in herself:

> The university teachers now seem to be much more responsive in helping me meet my goals, whereas earlier they were talking to me unrelated to my goals. Earlier, the university was a place where I became trained in skills with little attention to theoretical foundations. Now I am giving much more attention to theoretical work. I am much more likely now to call on the university for help than I was before. It is important for a teacher to decide what the needs are and then to feel free to go wherever possible to get the help. A teacher needs to be in the directing role. The university people in the building need to be viewed as a resource, and this is how it has worked with the developmental psychologists and others.

She indicated that when Teacher Corps dollars stopped much would continue because this material had already been internalized. "The Teacher Corps has had a big impact on me and will affect me for the rest of my professional life."

What about this faculty member who seems to have touched so many, both Teacher Corps staff and graduate students? Has she undergone any change as a result of Teacher Corps or was she like this from the beginning? The dean comments:

> These faculty members in Developmental Psychology now group their students according to the conceptual level that they have reached and then teach these students differently. They are much more sophisticated in their approach to grouping than they had been earlier.

One of the developmental psychologists said:

> What happened to turn me around so fundamentally? Two things. One, my thesis. I did a naturalistic study of kids' conceptualizing ability. This was based on the ideas of Bronfenbrenner, in which we attempted to match teachers and students. As a result, this experience caused me to sit and watch students and teachers in classrooms, which Teacher Corps enabled me to do. I was impressed with the way in which the textbooks talked one way and what I saw happening in the classroom and what teachers were doing was quite different. It seemed to me that a different approach was needed. The problem they were having in the classroom, both teachers and students, were different than what the textbooks said. My orientation then is to try to help teachers with their problems, and Teacher Corps had a major impact in enabling me to do this. To get out into the schools and to see what is happening and to interface with the teachers and the students and to learn more about the students, particularly the students in the middle school level. One thing that is beginning to emerge is that the middle-class kids are quite different than the lower-class kids, and the major difference seems to be that the lower-class kids are more peer socialized and the middle-class kids are more adult socialized. This has big implications for the way in which they are taught. It is no wonder that school motivation and SAT scores are dropping because of the failure to recognize that a large number of kids during the baby boom and in the poorer communities are being peer socialized. This fundamentally affects their attitudes toward school. The unusual number of students who are adult socialized is causing an abnormal increase in the number of gifted students in the 14- to 16-year age bracket. We are now

> seeing a number of first-born children of first-born adults, and this has increased adult socialization. Teaching for students is pitched wrong if it is pitched the same way for both kinds of students.

Another senior faculty member who has never actively participated in implementing the Teacher Corps program reported:

> As the college moves toward a fifth-year program, it will draw increasingly on the Teacher Corps experience. Another important influence is that we have retrained some of our university faculty, and this is not an easy thing to do. But Teacher Corps must be credited with a strong influence here.

We asked for examples of the kinds of changes in retraining. He reported on three persons who had made substantial changes in the way they taught both their graduate and undergraduate classes. He also indicated that there has been a subtle but definite shift in the expectations of new faculty to be more service oriented.

Another impact of Teacher Corps, according to some, had been to increase communications between departments.

> When I came here I was a bit struck by the autonomy of each of the departments here at the university. They are run like fiefdoms. Teacher Corps has been helping to break down these departmental barriers and has succeeded especially between Educational Psychology and Measurement and Secondary Education.

Another senior faculty member concurred:

> We have very autonomous departments here at the university. Teacher Corps has helped us to get better communication, but the barriers have not yet fully broken down.

How extensively has Teacher Corps reached the faculty? Testimony varies. One informant, when asked how much of the IHE has been involved in the Teacher Corps, responded:

> A number of people who have been highly involved agree with what Teacher Corps is trying to do, perhaps eight to ten. Most of the faculty, however, have been touched more peripherally. There is a difference between the undergraduate and the graduate faculty: the undergraduate program is the one that has been most fully affected.

A contrary view by a staff person insists that

> All of our undergraduate faculty in secondary education has been touched by Teacher Corps, especially all of the special methods people, from one-third to one-half of them have been involved in a substantial way and everyone to some extent, either directly or indirectly.

The dean is not so sure:

> I am worried that we have not done as much with some of the special subject matter areas as we might. One reason that we have not completed our extended sequence for the training program is that we have not touched all of these people as much as we should.

Conclusions

What is to be concluded from an examination of this project? Did Teacher Corps produce lasting changes at the university? Did it fail in some respects? What are the likely explanations? What lessons have been learned?

It appears that many things have worked well for a considerable period of time--over the 6-year period while Teacher Corps has been present on the campus and even earlier. This suggests that they are likely to continue to do so. What are the chief factors that have contributed to those successes and explain the few failures? Before discussing these factors, a comment about how sure we are of our findings. In some ways, we are quite confident about having found out what education is like in Plainview and how Teacher Corps has affected it. More visits over a longer period of time as originally planned would give us greater detail and no doubt would enable us to see things that we could not see in our more limited visits. But we doubt that the essentials would be changed. In our first field visit, two investigators went together and stayed together for most of the time. We made extensive field notes both during and after our interviews. In addition, we made and transcribed complete tape recordings of all interviews and meetings. Comparison showed that the two sets of field notes and the transcription of tape recordings were highly congruent. New ideas or differences of interpretation were rarely found in the different notes. This gives us some confidence in our data. In another and larger sense, uncertainties arise from the nature of what we are looking at, namely, the institutionalization of change when federal funds are reduced, which is at best an elusive target, given the circumstances under which it was observed. One top school official put it this way:

> The linear model of R&D is inappropriate. As new ideas come in from the federal government or elsewhere, they will be modified as they are incorporated. When we look mainly for the impact of federal dollars and cannot find them, it is often because mainly the persons so engaged have not known how to look. Impact is noticeable but hard to find. Teachers change and the schools change. An idea needs to be evolving constantly and it needs to be looked at in that developmental, active way.

This observer continued in another context, by indicating that his idea of institutionalization was

> different from that generally held and typically that used in the federal arena when they develop a model and feel that it should be installed intact. Institutionalization, properly considered, means that the places trying the models will begin to modify them immediately and will do so continuously until they are finally incorporated as something of their own. Viewed in this way, institutionalization has taken place, even though it is somewhat difficult to discern.

Another person, this time a senior professor at the IHE, expressed a similar view. In looking for lasting changes, he stated:

> One of the things that we fail to take into account is that the concept is changed as we go along. Sometimes it is not in the same form as originally, and we erroneously think there has been no result. This causes it to be difficult to trace the influence back, but I'm quite sure the influence is there in many instances. People may not remember it in 5-years. If it could be documented while it was taking place, there would be a greater chance of seeing what we want. Nothing will be carried on intact, or at least it shouldn't be.

In addition to this problem of trying to trace a constantly changing and evolving target, many from all parts of the project stated that it is difficult to sort out Teacher Corps influences. But as we noted earlier, it is this very embeddedness of the program that enhances institutionalization. Two examples of statements by informants illustrate this view:

> It is very difficult to separate Teacher Corps out from other things we are doing, as it has been blended into our total program in so many ways and that has been one of its strengths: it is working in an integrated way with other efforts.
>
> It is very hard to sort out the influence of Teacher Corps from the many other influences that have been developed as an integral part of the program. But there can be no doubt about its powerful influence in supplementing our efforts and moving things further along.

Even with these difficulties, we are reasonably confident that our data substantiate that considerable institutionalization has already taken place at Plainview as a result of Teacher Corps and lead to the prediction that even more will take place in the future.

What are the forces that have led to success and failure in producing lasting change in this site?

(1) First is the strong support from the top of the college organization and the selection and continued participation of a first-rate project team of highly respected persons in the organization. This has been one of the strongest contributing features to the success of this project. The evidence cited in the early part of this chapter indicates that the dean and the superintendent were in full agreement about what was to be accomplished and in excellent communication about the project throughout. They devoted sufficient time and energy to understanding the project and to helping it at critical times.

(2) A second factor that has been operating is a long tradition of school- university cooperation.

(3) A high degree of congruence of values among the different partners in the project--school, community, university--is clearly evident throughout. A close and harmonious relationship exists; this is not a sharply divided community. Factors 2 and 3 reinforce each other. These two forces might conceivably be a force for conservatism, not change, but this has not been the case. Both school and university have a well-developed reputation for being forward looking and working harmoniously for change.

(4) An intervention strategy and leadership style that can be summed up as "low-profile" and "low-key" characterize this project. There was little display of the Teacher Corps label. As one project person said, "Inasmuch as we found much jaded views about federal programs, it was important to deemphasize that this was another federal program." They made as little differentiation as possible between Teacher Corps and the regular programs at all times. This seems to have worked well. This project also adopted an approach of "start small and begin to work with those who want to be involved--voluntarism."

(5) The use of Teacher Corps resources in combination with other funds is a strategy emphasized in this site. The mingling of different federal funds and local funds is reputed to be a forbidden practice, but the evidence is that it works, and to everyone's advantage. [Low-funded projects need to pyramid their efforts on those with larger amounts of money.] As a school principal and a key mover in Teacher Corps testified, "If you don't combine your resources, you're not going to have an effective program.... We have other programs in this school, some Federal, some state, some local. Teacher Corps has piggy-backed on that and has supplemented. Sometimes we have used Teacher Corps as an umbrella for the coordination of the use of all other funds. Far from causing us problems, it has been a major factor in making things work."

(6) Plainview officials seem to have been planning for institutionalization from the beginning--actually, before the beginning. A clear example of the congruence of values between Teacher Corps and the university that is also related to planning for institutionalization came out in a final exit interview with the dean. We stated to him that it seemed to us thus far in our study that the university had used the federal program to advance the ideas that they had under way and that they had wanted to advance. Teacher Corps had contributed new ideas to the university, and vice-versa, to the profit of each, and this had been possible without violating the intent of federal program because there was a congruence between the ideas in the two. The dean said he thought that was exactly correct. He went on to reiterate that they did not apply for funds until they were reasonably certain that the federal program would help them to realize changes that they wished to accomplish. Institutionalization was not mandated in the Rules and Regulations until Programs 78 and 79, but even in Cycles 10 and 12, Plainview was thinking about institutionalization. However, the inclusion of institutionalization in the Rules and Regulations for Programs 78 and 79 had caused them to think much more about it and had become a strong positive factor, according to their testimony.

(7) Many of the changes attempted in this project were powerful ideas that were in the mainstream of American education as it has been attempting to respond to the needs and demands of a changing society. For example, the development of a competency-based education is related to a demand for accountability; mainstreaming children with special education needs and concern with in equity, for minorities and women are direct responses to strong movements in American society.

(8) Monitoring from Washington was viewed positively by the local project. Washington had helped rather than hindered, which is contrary to the stereotyped view often heard elsewhere. The negative view expressed by one local school official, quoted earlier, was an exception. The more typical view was expressed by an officer of the school district:

> For some federal programs for which we get money, there is too much of "lay-on/check-off." There is also an unproductive amount of paperwork. This has not happened in Teacher Corps. I think it's primarily because of the way in which our director of the project manages it and doesn't allow too much of useless record keeping to take place. Teacher Corps is unique among federal programs we've had here, because it permits innovation to take place.

The University administration concurs with this school view.

> The university has been very happy with the flexibility of Teacher Corps. Often funds come with too many strings attached. The impression is that we are able to do many things in a way that we want to with a minimum of red tape and interference. The monitor from Washington has been very supportive. In an earlier affiliation with the Federal program through regional monitoring, there was much conflict and we were unable to work as effectively.

We move now to some ambivalent and negative forces that have been operating.

(9) Time and timing are factors that have operated both positively and negatively in the project. With regard to time, the project now has 6 years over three cycles of programs and is undoubtedly believed to have been beneficial in enabling them to make some substantial and significant and lasting changes. "We are now beginning to reap the harvest of Teacher Corps efforts in the two previous cycles."

A single 1- or 2-year project may get things started; but the larger 5-year plan, with its year of planning and 2 years to attend to institutionalization and dissemination, appears to be much more powerful.

On timing, the record in Plainview shows that Teacher Corps came along at just the right period in the development of one of the schools, for example, to enable it to move forward more rapidly than it would have otherwise. In another instance, this time a failure in connection with the alternative junior high school project, it appeared to have been poorly timed, insofar as the students were not yet sufficiently developed to take advantage of the opportunity.

(10) The power of Teacher Corps to contribute to a solution of one of the important dilemmas in a major educational problem area is advanced as one important reason for its success. The focus and emphasis in Teacher Corps were particularly appropriate for a successful staff development idea, according to an administrator in the schools. He phrased it in this fashion:

> There is a balance between individual and voluntary effort and those that focus attention on the general problem. Our staff development program is a very good one. We have strong consultants who exercise considerable leadership. They know what is going on in Teacher Corps and other projects and plug these things into our general staff development program. However, staff development programs struggle with a dilemma. How can you target it to individuals and at the same time carry out a total schoolwide program? This is a constant dynamic that must be dealt with. Teacher Corps has been an excellent program. One of its advantages is that most of the dollars go to the university, and consequently they have to struggle with the regulations and we don't. We are constantly trying to find a balance between a program that is too spread out and tries to do everything, and one that is so targeted that it has no general impact. Teacher Corps has been a good balance in this regard.

(11) The reward structure in IHEs is normally pictured as strongly slanted toward research and publication, not toward fieldwork, and hence tends to discourage participation in activities like Teacher Corps, especially on the part of senior, permanent, and more powerful members of the faculty, causing them to be short of tenured personnel. Is this true in Plainview? Has Teacher Corps had any impact, lasting or otherwise, on this reward structure? The evidence is clear that a first-rate team of IHE faculty not only was lured into participation but has continued. However, that the traditional hierarchy of reward structure is present in the university there can be no doubt. The university education faculty is known more for its training and service functions than

> for its research, although it has a strong reputation in all three. In trying to understand the reward and status structure in the school, it was reported that the decision had been made in 1965 by the dean that no person would become a graduate fellow without publication in refereed journals. This led to a discussion of the three statuses within the faculty. The first two are regular faculty members who teach mainly in the undergraduate program, and graduate faculty members who can teach in both graduate and undergraduate faculties. The director of the project and the developmental psychologist referred to earlier are now classified in this second category. These persons do some publishing but not much. The highest level is graduate faculty fellows who publish in refereed journals. They are the only ones who are permitted to be chairpersons on dissertation committees. This information apparently is not available in any published form. The Teacher Corps program has not been aimed to try to influence this reward structure for the highest classification; however, the reward structure is beginning to change, according to the dean. There are other kinds of rewards, he states, most particularly money. A few persons have been recognized for the outstanding service that they have been rendering, including some who work in Teacher Corps. Teacher Corps is also making it possible for persons to engage in some excellent kinds of research, as, for example, in the case of the developmental psychologist, who would probably not have been able to do the kind of research she is doing without Teacher Corps funds. According to a university officer, in discussing the developmental psychologist, he indicated that to be a member of the graduate faculty one has to publish. She had not done so. But now, as a result of the Teacher Corps experience, she is much more likely to publish than would otherwise have been the case. If she is able to get her tenure, it will be largely because of what she has accomplished through Teacher Corps.
>
> One of the key questions is whether the IHE faculty will continue to teach out in the schools in a locale that is convenient for the teachers. The dean is extremely supportive of this idea, but this is not entirely congruent with the existing reward structure. The possibility remains that such participation will be rewarded if research grows out of work in the field, not otherwise.

Two difficulties in mounting and sustaining changes at the university were stressed.

(12) The first is the large bureaucracy of the university. This is a negative force for producing educational change, according to the perceptions of a number of Teacher Corps participants, especially those from the school system. An administrator from the schools mentioned how slowly the university moves in comparison with the

school system. "The school system is much less bureaucratic than the university." A Teacher Corps staff member and graduate student reiterated:

> It is much more difficult to change the university than to change the public schools. The bureaucracy of the university is almost overwhelming. The committee structure is so elaborate that it is almost impossible to get changes, even a course, through this structure.

Another school official declares

> The university is a big bureaucratic structure that does not want to change. There are some superior people there who understand and want to work with the public schools, but this is the exception rather than the rule.

When we asked for a university reaction to the observations by the school personnel, it was explained that:

> Some changes are easy to bring about and some are more difficult. At the university the Education faculty has complete control of the undergraduate curriculum, which is where most of the Teacher Corps changes have been brought about. It does not have to answer to Arts and Science. The graduate program is a different matter, and it is difficult to change because it is under the dean of the Graduate College and must respond to all university standards. For strange historical reasons, registration is outside of the regular academic stream. This also causes all manners of rigidity.

(13) A second negative factor mentioned several times is one that is pervasive throughout all departments in the IHE. As one leader who has been strongly supporting Teacher Corps observed:

> Of course, it has been difficult over the past few years to keep a positive tone when our division enrollments have decreased and necessitated our cutting down from over 40 staff members to 24. Teacher Corps has been very successful in cushioning this blow. The impetus toward change was quite high earlier in the decade prior to Teacher Corps. Teacher Corps when it entered helped to give forward momentum to this position. But that impetus to change has probably been blunted by the marked decline in enrollment. It is very difficult to keep things moving forward under such circumstances. It would have been much more difficult without Teacher Corps.

Unanticipated Events and Problems

We have only briefly discussed the unanticipated events and problems in this project. It was for the most part well managed and grew according to plan. The organization was sufficiently strong and flexible to capitalize on unanticipated events and turn them to advantage. Reporting on and commenting about unanticipated events did not appear very high on the local agenda. There were some, however, that operated in both positive and negative ways. For example, the major reorganization of the departmental structure at the university was reported to have slowed down the institutionalization of the change directed toward giving more attention toward training of junior high school teachers. On the other hand, it brought about a dramatic reversal in an earlier failure to affect the Department of Elementary Education.

An interesting unanticipated problem is what happens when a large federal intervention in a given field affects an already established and successful local program in the same area, in this case a strong local staff development program in the schools. When this existing program began to interact with a strong staff development impetus from outside, some problems occurred. This no doubt accounts for some of the dynamic tension that developed between the two, but which has not for the most part been disruptive.

Time To Think

Many fruitful results ensue when a university and a school system work closely together, as in this project. It was summed up in an appealing way by the superintendent, when he observed:

> There are many things from the university that are helpful. One of our biggest problems in school work is that we don't have time to think, and with Teacher Corps money and with federal projects in general, especially when we work with the university, it buys us some time to reflect upon what we are doing.

Forming New Habits

A neat way of capturing the essence of our study of institutionalization was expressed by a person who said, "It is institutionalized when it becomes a habit."

One intern in Plainview talked at some length about how through Teacher Corps she had learned to be at ease with having others observe and criticize her teaching and also with observing and criticizing others, and that she was going into the profession of teaching with this idea firmly embedded in her thinking.

This kind of behavior is unfortunately not habitual throughout the teaching profession. Its absence is coming to the fore as one of the more serious faults in our attempts to build a continuing self-renewing ecology of staff development in our schools. There could be almost no more profound change in the profession of education than if teacher training at both the pre- and inservice levels could move us from a system that avoids the mutual study by professionals of each others teaching to one in which all who are subject to staff development come out with this habit firmly ingrained.

IV SPRUCEVILLE AND CENTRAL STATE UNIVERSITY

Central State University has been in Teacher Corps continuously since Cycle 5.

The IHE

Central State University is one of five state universities and enrolls approximately 9,000 students. Originally founded in 1893 as a normal school, it was designated a university in 1977 and now offers a variety of programs. About 20% of the students were enrolled in teacher education during the past year. The university offers both a bachelor of arts in education and a master of education. Candidates for teaching in the state must first earn an Initial Certificate. This requires a bachelor's degree that includes general education, a major concentration in professional courses, and laboratory. At Central State there are alternative programs: the standard program and the clinical program. The clinical program has twice as much field-based experience and is competency based. To continue in the teaching profession in this state, teachers must earn a Continuing Certificate. This requires a year of study beyond the bachelor's degree (the "5th year") and 3 years of successful experience.

Student enrollment, which was 9,435 in 1971, had dropped off somewhat to 8,128 by 1976. Undergraduate teacher education enrollment, which was 3,446 in 1971, dropped dramatically to 1,471 in 1976. Between 1971 and 1976, full-time equivalent faculty decreased from 511 to 454. Central State University is organized into five colleges, the school of education, and the graduate school. In 1980 undergraduate enrollment in education continued to decrease while the graduate enrollment was tapering off. There were 115 enrolled in the M.S. program and 185 enrolled in the M.Ed. program; 70% of the latter were in reading and administration.

To demonstrate laboratory aspects of the new Initial Certificate, the university will place a cadre of undergraduate clinical students in the Spruceville schools. Spruceville is the collaborating school district for Teacher Corps Program 78. The Teacher Corps interns will demonstrate the new 5th-year program for the Continuing Certificate. The staff of the Spruceville schools will demonstrate continuous professional development through the problem-solving inservice education plan. Thus it is intended that the Teacher Corps project will be able to demonstrate a continuum of undergraduate, graduate, and postgraduate professional development within the Spruceville School District.

The university school of education will utilize the Teacher Corps project to test the new program and governance system required in new state guidelines for certification and professional development of educational personnel. The faculty of the school of education voted to use the project if funded, for this purpose. The state board of education approved the new guidelines in 1978. The university, therefore, appears to have a definite plan for continuing the achievements of the project in an institutionalized way. Central State has had previous Teacher Corps grants in cycles five, seven, nine, and eleven. It is clear from our interviews with both university administration and many faculty members that the university sees this as a long-term effort to improve the quality of its teacher education program. More specifically, the dean and other administrators see the present project as an important vehicle for meeting the new required state standards for professional development of school personnel.

The Spruceville Community and School District

The feeder system for the Teacher Corps project is the Spruceville elementary school, the middle school, and the high school. There are approximately 100 teachers in the three-school system. The school district is located in a rural community 50 miles north of an urban complex and 50 miles south of the university. In addition to agriculture, the economy is based on lumber and agricultural product processing. A growing portion of the population commutes to work at an aircraft plant 18 miles distant. In 1974 the per capita income was $4,540.

In 1977 the enrollment was as follows: elementary school 885, middle school 500, high school 752. The school population is predominantly Caucasian with a small smattering of black, Asian, Native American, and Hispanic students. The Spruceville School District qualifies for Title I funds, using the March 1, 1978, free and reduced lunch program statistics, thus assuring that the feeder system is eligible for Teacher Corps funding--that is, the district meets the low-income criterion. According to the project's Teacher Corps proposal and second-year continuation proposal, all of the Spruceville School District staff were involved in approving the original proposal. The faculty of each school deliberated on the pros and cons of making a Teacher Corps proposal. After a staff meeting to present all points of view, secret ballots were cast in each school. All three faculties voted overwhelmingly to participate in the Teacher Corps project.

Spruceville School District has been the collaborating school district with Central State since cycle five and appears to be by far Central State's most enthusiastic and successful LEA partner. The superintendent of schools has a long past relationship with Central State's department of education, having taught some courses there as an adjunct professor, and is highly supportive of Teacher Corps and Teacher Corps goals. In fact, he indicated in an interview with us that he was already in the process of providing school district funding for a number of Teacher-Corps-initiated innovations so that they could be institutionalized after the termination of Teacher Corps funding.

The Proposal Initiative

Of all the Teacher Corps projects in Programs 78 and 79 that we have reviewed, this is one in which the initiation of the proposal itself could be said to be a truly collaborative effort. Although the idea of submitting a proposal for Program 78 was probably first initiated by the already existing cycle 11 Teacher Corps staff, participation by the community and school district was sought at a very early stage in the preparation of the proposal. They had even arranged for the election of a community council prior to the preparation of the proposal. Thus the planning groups who participated in the development of the proposal for Program 78 included the policy board, the permanently elected community council for the project, a task force for the elementary school, another for the middle school, and a third for the high school. Each task force included teachers selected by the Spruceville Educational Association, parents selected by the community council, faculty from the university, and school administrators.

The process was as follows. The faculty from all three feeder schools first debated, then voted overwhelmingly to participate in the proposal. Then the Spruceville Education Association named teachers to each building task force to represent the entire faculty. Similarly, the community council and the university named representatives to each task force. The Spruceville Education Association, representing all the teachers, then reviewed the final draft. The total policy council participated in this final review. The community council also took an active role in preparing the proposal. In addition to being represented on each of the school building task forces, the council prepared a position paper defining the role of the council in the project and stating the concerns community members had for the schools. Thus the policy board, the community council, and the three building task forces developed jointly the broad objectives and goal statements for the planning year of the project, and all have formed the basis for the governance structure of the project as it has continued.

Teacher-Corps-Initiated Changes

Our primary focus in this study is to describe those Teacher-Corps-initiated changes that are likely to be retained in the regular teacher training programs of the IHE even after Teacher Corps funding is gone. However, since even many of those changes that are directed principally at the LEA and the community may survive to ultimately have some significant effect on the IHE as well, we will also describe these changes.

We initially intended to describe both the successful and the unsuccessful changes attempted by the Teacher Corps program. However, this has proved to be almost an impossible task, since we have found that the collective institutional memory is very short when it comes to failures--that is, the relatively successful programs have a tendency to forget their losers quickly and get on with the business of supporting their winners. Also, it should be borne in mind that Central State University has had Teacher Corps projects for some time, and many of the changes that we will describe as specific to Program 78 may have had their origin, in one form or another, as long ago as cycle five or seven and thus have had considerable time to work their way into the school of education's regular program. The main point is that it has been extremely difficult to follow even the changes that survived over the years. Some changes, though the effect or innovation may have remained relatively stable have changed their nomenclature in order to conform to more fashionable and therefore more currently appealing terminology. Other innovations have been adapted to fit a changing school district or a changing set of conditions, so that they are no longer recognizable as the original change, but their labels have stayed the same over the years. Because of these difficulties, we found it necessary to limit our discussion to successful changes resulting from Teacher Corps.

In our opinion, the participants in this program have been particularly strong in maintaining the integrity of their central ideas and the centrality of what they hope to achieve, even while being very facile in changing the nomenclature to whatever happens to be the fashionable or current fancy of the day. In short, they have been able to keep many of their good ideas alive in one form or another over the succession of cycles.

First we will describe each Teacher-Corps-initiated innovation in as much detail as possible. Then we will trace this evolution over the intervening year between our first and our second site visit. Then we will make a judgment regarding the likelihood of its surviving the termination of Teacher Corps funding, and finally we will discuss the factors that appear to have facilitated or inhibited the likelihood that the change will be institutionalized..

For the sake of narrative, we are treating these changes as discrete. However, the reader should keep in mind the fact that this program has a long history and that some of these changes have become interwoven with others over the years. We will try to point this out as we proceed, as well as to describe those instances where several changes have been intentionally combined to create a more integrated and supportive system.

1. The Faculty Internship Program

The purpose of the faculty internship program, according to the second year continuation proposal, is to increase the capacity of the university to prepare teachers of low-income children, a national Teacher Corps goal. The specific project goal is to provide an opportunity for at least 20 members of the education faculty to intern in the Spruceville School District. The internship will enable IHE faculty to provide their expertise to Teacher Corps members on site and to reorient themselves to the special needs of teachers and students in schools serving low-income families. The goal is to immerse up to half the department of teacher education in public school classrooms and in staff study of ongoing school problems. One or two faculty members will spend half time at Spruceville each quarter. The Teacher Corps project expressed several reasons why school of education faculty might be interested in a public school internship: the experience would provide a change of pace from regular campus activity, and opportunities would be available for professional and personal growth and development, including field research opportunities and recognition.

During our first site visit in the spring of 1980, the Teacher Corps director described the faculty internship program as "one of the most important and prominent features of the program that we are undertaking." During the ensuing year, three of the regular senior members of the faculty of the school of education have had their loads reduced to half time in order to spend half time in the Spruceville schools. Money for funding this arrangement has come from Teacher Corps. The project hopes that funds will be available for interns for at least the next 2 years. The three faculty members who were assigned to the Spruceville schools during the first year of implementation were all regular faculty members with high visibility and prestige. The director of off-campus affairs had this to say about the faculty internship program:

> We have managed this past year to get more faculty off the campus and into the schools. It has forced the faculty to work with school districts, and there has been a greater impact than we would have anticipated. The faculty intern program has thus far involved the strong members of the faculty, and the school system has liked them very much. They have felt in the schools that the experience has also been beneficial to them, again much more than they had originally anticipated.

The outgoing department of education chairman, who had himself been an intern last year, said:

> The faculty internship idea is a good idea. The lead time in planning is a problem that may not be insurmountable, but thus far it has not been solved. Of all the things that I have been involved with, though, this internship program is working as well as anything Teacher Corps has ever tried. We went into the schools and helped identify the areas of need in the school district and then selected faculty who would be able to help with these needs. In the past when we have gone into the schools, some did not do a good job, and I guaranteed that they would have the best of our faculty. I think that the school district is pleased with those who have been working with them. This program is sufficiently important that we have to

> be creative enough to keep it going. At this point I don't see quite how to do it, but the Teacher Corps director is a very creative person, and I think we will manage in some way. The dean and the chairman of the department are friendly to the idea, and all of the faculty people who participated in the internship program in the first year felt that they had profited from the experience. However, with the Teacher Corps budget cut next year, the number of faculty interns will be down to two unless some additional funds can be found.

One young faculty member from the special education department served as an intern last year at the request of both the Teacher Corps director and the chairman of the education department. They asked her to develop a gifted and talented program in the Spruceville schools in response to a need expressed by the teachers of that school district. She spent half time--two full days and sometimes a third--in the school and half time in her regular work at the university. She said that she found driving back and forth, a round trip of a hundred miles, to be a handicap, but the rewarding character of the work in the school district more than offset that. She voluntarily wrote a report on the strengths and weaknesses of the experience that had just been concluded. She said further, "I am not tenured, but I think the Teacher Corps experience will enhance my chances for tenure." However, she responded to our question as to whether she felt the internship program would continue after Teacher Corps by saying that she thinks that "the junior faculty will not participate unless the older ones participate. If it is to remain only for junior faculty when Teacher Corps funding ends, it will not continue." She feels that it would be desirable for all members of the school of education faculty to have an opportunity to participate. She also feels that the present district is too far away--that the program would have a better chance of continuing if it involved a district nearby. Also, she said that a full-time quarter would be preferable to half time and that preparation time should be provided the quarter before.

Indeed, nearly all of the IHE faculty and LEA informants were enthusiastically supportive of the faculty internship program. Nevertheless, many of them disagreed as to staffing strategies and the likelihood of the program's being able to continue once Teacher Corps support was gone. The staffing strategy debate has to do with two contrasting views concerning the central purpose of these faculty internships. The view of the dean and the senior administration has tended to be that their purpose should be primarily faculty renewal and development. The other view, shared by the chairman of the department of education and the Teacher Corps director, is that these internships serve to provide high-quality in-service education and leadership in the public schools. The implication of this difference is that, in the first case, the faculty members selected would be those that were judged to need the experience the most and thus might not provide the best-quality service to the public schools. In the second view, faculty are selected for internships on the basis of their judged ability to provide high-quality service, which means that they are frequently people who have already been working in the public schools. In the first years of the internship program, the Teacher Corps director and department chairman's view has prevailed, and this seems to have satisfied the LEA but has not met the dean's need to use the program for faculty renewal. We later learned that the strategy of recruiting the best-suited faculty for participation in the program was continued in the second year of operation, but many other faculty felt that if the internships do become institutionalized, the dean's faculty renewal view may begin to prevail as they proceed down through the ranks of the faculty.

Later, an interview with the dean confirmed the impression that his main interest in the faculty internship program is to use it as a means of training and upgrading his faculty.

Since, according to the Teacher Corps director, the faculty internship program was running into dollar problems already, even in the second year, the principal question at the moment is not whether the program should be continued but by what means they might be able to find the money to continue it. The Teacher Corps program coordinator said that the internship program was a big load on the faculty and took a lot of money. He felt that the only way it will last is if the courses developed by the faculty interns in the local school system can generate enough student credits so that there will be state money forthcoming. The chairman of the department of education agreed.

He said, that Teacher Corps supplied the dollars for the faculty internship program, but even so, "I've tried to engineer it so that they would generate student credits that would enable them to pay for what they were doing. This isn't what the Teacher Corps director had in mind, but it seemed to be necessary if we were going to make it last. The only way we can earn our dollars is by generating student credit hours."

One of the Teacher Corps staff members felt that the faculty internship might work out in the long run if some creative imagination concerning the economics of it were employed. He said,

> With declining enrollment, everybody is looking for some work for the college professors to do, and they are not, in fact, talking about a lot of people. But with creative management we should be able to use the internship program to keep from losing staff. Somehow we need to get out of our credit mentality here at the university, and if we can generate some dollars in the school district, this would enable us to go a long way in that direction.

Another faculty member believed that the internship program might be able to earn some support from hard-money sources by not only letting faculty interns go out to the school district but having school district teachers come into the college as interns, each side paying its own costs, so that no additional dollars would be required.

On our second site visit a year later, people were, if anything, even more enthusiastic about the faculty internship program, but they also were even more troubled by the problems of financing the program once Teacher Corps was gone. One faculty member who had been optimistic during our first visit was far more pessimistic our second time around regarding the survival of the faculty internship program after Teacher Corps. He did not feel that it was viable unless faculty could earn student credits, and he believed that this was a numbers game that was probably not soluble given the university administration. He still believed that the program was a good idea, but not one that was likely to survive.

Another faculty member, who had just completed his own faculty internship in the Spruceville schools, suggested that one possible way of providing and funding interns was the establishment within the school of education, of a sabbatical program that is relevant to staff development. He also suggested that perhaps merit steps could be awarded to faculty interns as motivators. Another inducement might be uneven course loads, with reduced teaching loads for faculty interns. All in all, he felt that, though there were problems to be solved with respect to funding, the potential for the faculty internship program was positive.

One faculty informant said that in his opinion the faculty internship was going to have to survive after Teacher Corps "because the new state requirements require professors to know more about what is going on out there in the school districts. Thus there is impetus at the state level for its survival, and Teacher Corps has provided evidence that it's a good thing."

Overall, it is our impression that this Teacher-Corps-initiated plan for combining professional renewal experience for university professors with in-service education for LEA teachers is considered to have been successful in the first 2 years of operation but that institutionalization depends very much on the university's decision to allocate FTE faculty to this activity. This, in turn, depends on whether or not the internships generate sufficient credit hours in the school district to warrant this commitment. Alternatively, the Teacher Corps director suggested that perhaps extra pay for extra teaching through the continuing studies department of the university, together with some contribution by the school district itself, might provide a base for institutionalizing this faculty internship program.

2. Developing and Expanding Central State's Program for Inservice Education in the Schools

Teacher Corps' program for inservice teacher education for the Spruceville School District is based on a problem-solving model. The model was developed piece by piece in prior Teacher Corps projects at Spruceville. The problems are defined as the needs that have grown out of the study of ways to improve the school learning climate. The training programs are the strategies for resolving these critical problems of pupils and teachers. This model is also intended as a means for integrating both preservice and inservice education. Since the inservice program will provide the central problem-solving themes for all levels of trainees, aides, undergraduate certificate candidates, graduate interns, administrative interns, experienced teachers, community education students, and university faculty interns. This teacher-designed inservice education model will be a major effort of the project.

One interesting innovation in the model is the building advisory committees. Each building in the feeder system has a building advisory committee which functions like a miniature teacher center. Through these advisory committees, each building has developed its own inservice priorities and program. Generally, the program has consisted of minicourses--short, 10-hour courses on a specific, limited topic--although other, more in-depth courses are also available. All inservice has not been formalized through courses or minicourses given by consultants. Some inservice has consisted of more thorough and frequent interaction between and among the teachers and specialists, the administration and community. Thus, staff development for teachers is designed by the teachers themselves to resolve critical problems of students. The design and implementation of this teacher-designed inservice education take place in a field setting and are centered on field problems. University and school district faculty will collaborate while implementing this program. The project will serve also as a means for helping the university and its clients meet the requirements for a new system of teacher education as required by the new state guidelines for certification. According to the Teacher Corps director, special efforts will be made to provide evaluation data about this teacher-designed inservice program.

It is clear that the Teacher Corps project staff view this inservice education model as a major thrust in their total effort, as do the staffs of the feeder schools in the LEA. Whether it is similarly perceived by the rest of the faculty of the school and department of education is still an open question. According to the Teacher Corps director, even at the time of our first visit this program of inservice education was becoming institutionalized at the LEA level.

One informant said that the most surprising development during the past year had been that the high school inservice program had begun to move so fast. He said that, typically, inservice education programs were much more extensive in the middle and lower schools. High school was not usually very active. This has not been the case at Spruceville. There has been a significant change in the attitude of the high school staff with regard to inservice education.

With respect to the possibility of this inservice program influencing the IHE, one informant said, "The university is receiving increased pressure on inservice education for local school districts to design their own inservice education and to get credit for self-designed work on their salary scale. This will probably result in increased pressure for this work to be given university credit, and this pressure will have to be dealt with in the future by the university." Another faculty informant said,

> The inservice program that was developed in Spruceville by Teacher Corps will help us to meet the continuity objectives of the state standards. The whole approach to inservice education has changed rapidly in the last several years. We are making much better assessments, becoming sensitive to what the schools want; and there is no question that some parts of this have been the result of Teacher Corps. We are also beginning to accept the fact that other than our own college faculty can deliver inservice education. For example, school district personnel can do this. Teacher Corps has had a major impact in bringing about this change and has helped us with more innovative ways of offering inservice education. However, this has met with considerable resistance on the part of the IHE faculty. There was a feeling by the faculty that people out in the schools were trying to reduce the requirements for credit and weakening our system of standards. However, Teacher Corps has shown us how to be flexible without reducing standards.

With respect to the future of the program within the school district, one member of the Teacher Corps staff said,

> The question is, can we deliver in the long range something that will be useful to the schools? We are helping to discover talent in the Spruceville schools which can help them with their own workshops. It is particularly important that this be done because teachers, after teaching 5 to 7 years, need new worlds outside of their classroom to conquer; and the whole concept of their professional community relations and the development of their own inservice education can become an important factor in enabling a teacher to continue to grow. There is the desire to do new things, and this will help them at a critical stage in their careers. Teacher Corps has always been a high-risk venture, but in our case the active contact with the schools has probably been the single most important legacy of Teacher Corps.

One faculty informant explained some of the difficulties of institutionalizing such a model. "The main problem we have to deal with is whether the inservice education we have to offer enables us to break even financially. Another problem is being encountered in the great competition for inservice education credit hours. Some of our competitors in the state are great entrepreneurs and are offering cheaper credit." As an example, he mentioned another university in the area, which offers a program in clinical supervision that gets a large number of students, all of whom pay for credit so that the course becomes profitable. He said the state is also becoming much more concerned that the state institutions become regional and not extend their work beyond their particular regions. "We are now restricted, therefore, to our own region; and if we go outside, we need to secure the approval of the institution, even if it's a private institution, in that area. This has limited us with regard to expanding our horizons with respect to inservice education. One campus must secure the approval of any other campus if they operate a program within a 25-mile radius of that campus."

Nevertheless, most informants felt that pressures from the state as well as within the university tended to improve the possibility that the inservice program would last. One informant said that the most important overall change in the IHE due to Teacher Corps is the fact that the faculty of the IHE and the school district are working together now to design inservice education and to provide for meeting the continuing certificate requirements as outlined by the state; and he believed that Teacher Corps, as well as the state department of education, would have a major and lasting impact on the school of education's program. The Teacher Corps documenter believed that there was a magnificent potential for certain segments of the inservice education program, and that the creative work that had been done so far at Spruceville would probably spread to other school districts in the area.

With respect to Spruceville, the documenter said that the superintendent was already beginning to supply dollars from the district's own regular budget to develop an inservice education program and that, in addition, there was a genuine possibility that a professional staff development center would open at Spruceville, which would be a collaboration between the teachers, the administrators, and the university faculty. It could become a laboratory school in the field, replacing the early one that was closed down on the campus. The machinery has been developed in Spruceville to provide for courses offered in the school district. There is a flexibility in determining who will deliver the services. For example, college professors, school teachers, and administrators are able to negotiate graduate credit as well as inservice credit. In some cases, the work would just involve consultation with one or more teachers who have a particular problem they want to work on without any credit. Sometimes a district will sponsor a workshop to meet a specific need and then later have follow-up on that, and perhaps inservice credit can be given at a later time. The important point is that an increasing amount of flexibility is developing in inservice educational alternatives.

The superintendent of the school district said, "I have provided money in the budget so that inservice education can take place on school time." He then summarized his ideas about inservice education by stating:

> One, I want a variety of staff development programs; two, I want an increase in teacher input on their design; three, we need to have a greater variety of delivery systems; and four, we hope that the college will continue to give credit and guarantee quality. We are going to use fewer fly-by-night consultants. The college has an

> important role in helping us to keep our standards and providing us with expertness; and we feel that, while Teacher Corps has initially implemented this program, it will continue after Teacher Corps money is gone.

We interviewed one of the Teacher Corps interns who was serving as an administrative intern to the school district to help with its staff development program. He reported that 86% of the entire district personnel had participated in the inservice education program during the preceding year and that the district was convinced of its desirability and was going to begin to provide funding for it.

Directly related to the inservice delivery system developed by Teacher Corps was the possibility that the professional staff development center might emerge as a consequence of this program within the Spruceville School District and that this would be a permanent, long-lasting organization through which the college faculty could develop its inservice education abilities to the benefit of the school district. This notion of developing a staff development center was mentioned in a number of other interviews as a prominent possibility for institutionalization, and this would be an important way of integrating the preservice student teacher program with the inservice education program. In response to our question as to how such a center might be financed, the dean of the school of education replied that he had hoped that such a center might develop in Spruceville and that it might be funded by training faculty--that is, IHE faculty would work in the district for a period of time each year in exchange for Spruceville school teachers coming to Central State for a period of time.

Another faculty member involved in Teacher Corps said also that, "The most significant potential for exploration is the establishment of a university-Spruceville professional development center, which would serve to establish a comprehensive, systematic relationship between the university and the school district for purposes of enlarging learning opportunities for school-age youth." The center's governance structure would include representatives of the school district, central administration, its building administrators, teachers, the community, and the members of the university faculty. The superintendent of schools said that the professional development center would be a way to extend the Teacher Corps program after funding is gone. Also, this professional development center would become a demonstration site for state plans in response to block grants. The tactic is to develop state models for staff development and then disseminate outward, using the professional development center as a demonstration site. In the view of the Teacher Corps director, the faculty internship program discussed above can and should be a piece of the professional development center. The professional development center would be a way of combining a number of Teacher Corps innovations into a more powerful model that would be generalizable to the whole state. The project staff want the collaboration to move more in the direction of the LEA and the community.

On our second site visit, after the intervention of one implementation year, nearly all of our respondents were, if anything, even more optimistic about the possibilities of the inservice education program's having some lasting impact on both the LEA and the IHE. One informant, who had not been interviewed before, said that after the preceding year's experience:

> I feel that the Teacher Corps inservice model has all kinds of positive potentials and can be at least theoretically retained after Teacher Corps is gone. The problem still is, of course, finding the money for the student credits since individual teachers or the school district will have to pay for the teachers to take the courses. In short, inservice has the greatest potential of any of the Teacher Corps innovations to be institutionalized, but it is also the most dependent on personality; and of course there is the question of how to finance it after Teacher Corps is gone.

The Teacher Corps project director said that the preceding year's experience with the inservice education model had been quite successful and that not all service was delivered by university professors. Some of it was presented by outsiders and some by the school district's teachers. It has been the experience of the director that the same inservice delivery system does not work for all students. The building advisory committees have interviewed people as a means of assessing the needs before providing service. Their collaborative efforts have been a success: the community council did truly have an effective voice and so did the teachers.

Since our first visit the school district had begun paying for student credit for inservice courses. This major step toward institutionalization is now official policy in the school district for future use. The superintendent was persuaded to take this step by the building advisory committees, which were largely Teacher Corps initiated. The Teacher Corps director said "that more people were involved in the inservice program this year. Evaluation of the effect has been positive, with varying degrees of positive reflection from different schools." In other words, these evaluative judgments have been intelligently differentiated. He said that in the preceding year they had concentrated on asking questions as to both what is valuable about a program and what is feasible. They are spending as much time looking at the latter--that is, the feasibility--as on the former.

In our judgment, a great deal has already been done to institutionalize the inservice education program in both the LEA and the IHE. In the LEA the program has been positively evaluated by the participating staff, and the superintendent has, as we have seen above, already begun to allocate regular school district funding to it. Moreover, Teacher Corps has begun to expand the application of this model by applying it to one of the schools within a new school district--the one within which the university itself is located. This new application of the inservice model currently involves four members of the IHE faculty. These faculty worked with the school district to establish a steering committee, and they identified discipline as the problem on which they most wanted to work in the coming year. There are still a number of problems to work out, just as there were in Spruceville at the beginning, but our informant believed that it was one more step toward generalizing, disseminating, and institutionalizing the product of a Teacher Corps program. According to Teacher Corps, this planning model, which was developed by the project participants with Teacher Corps funds and which was adapted specifically to this project, has now been used by Teacher Corps projects in other parts of the country and also by school districts in various states.

At the university level, our informants believe that the Teacher Corps inservice education model has also had an effect. One informant said, "Teacher Corps will leave a lasting imprint on the department of education at the university. For the first time in my experience, the IHE has moved toward some concern for the problems of teachers and school districts. Teacher Corps has helped to implement this." Moreover, we have learned that a three-course series entitled "Practice in Action Research" (three credits each), which deals with needs assessment and program implementation and evaluation, and which is the delivery system for the problem-solving approach to inservice education, is already institutionalized: these courses are formalized and in the university catalogue.

Thus, it is our concluding judgment that the Teacher-Corps-initiated, teacher-designed inservice program--a collaborative plan for involving school staff, community members, and the university--is on its way to being institutionalized at both the LEA and the IHE and that, particularly in the LEA, the future continuation of the total program will depend on a cost-effective finance system. We stated in our introduction that in a program that has been around as long as this Teacher Corps project, it is often difficult to treat the innovations as discrete entities since they have become complexly intertwined over time. This is certainly the case with respect to the goal of better integration between preservice and inservice education. It is clear that one of the aims of the Teacher Corps project is to work toward better coordination between preservice and inservice education in order to meet the new state guidelines with respect to state certification standards. As mentioned above, they have already developed new course work to support this intent, and most faculty members believe that these courses will last even after the Teacher Corps money is gone. Moreover, it seems clear that Teacher Corps intends to use the faculty internship program and the evolution of a professional staff development center in the Spruceville School District as the main organization for accomplishing this desired integration. With respect to this, the Teacher Corps director said:

> One of our major aims is to have a student teaching program integrated with inservice education. Student teaching as currently practiced is too limited in scope. The main aim seems to be getting

> people in and out as fast as possible and getting the credit hours, whereas the real need is for a longer exposure. The key question is, will the college faculty and the Spruceville school faculty mix? I think there is quite a good possibility, particularly if the three faculty interns who have been in the schools this past year are any indication. We would see the faculty internship program and the development of the professional staff development center as the main means of achieving this dovetailing.

3. Increasing the Closeness and Effectiveness of Working Relationships Between the IHE, LEA, and State Teachers' Association

One of the primary stated goals of the Teacher Corps project is to improve the closeness and the effectiveness of the working relationship between the school of education and the Spruceville School District as well as that with the state teachers' organization. Almost without exception our informants, at both the IHE and the LEA, felt that Teacher Corps had already succeeded to a large extent in achieving this goal and that the effect would last past the termination of Teacher Corps support. One faculty informant at the IHE said:

> Teacher Corps is the main source of our relationship with the public schools. If it were not for Teacher Corps, we would be much more provincial than we are. Until several years ago, when we had established contacts through Teacher Corps, we had little contact with the Native American population. Now, as a result, we have a more effective program than we have had before. Had it not been for Teacher Corps, we would have sat even higher in our ivory tower and complained about the Indians while doing nothing to help them.

Another faculty respondent stated, "In this past year we have managed to get more faculty off campus and into the schools. It has forced the faculty to work with the school district, and there has been a greater impact than we would have anticipated. Nearly all of this was directly due to Teacher Corps activity." An LEA informant said:

> As a result of the Teacher Corps participation, leading to our experience in the Spruceville School District, things will never be the same in that district. There's a lot of stuff that has been developed there that will last. Community participation is just one example. The matter of involving community people in educational

> decision making is definitely a result of the Teacher Corps program. My impression is that Spruceville has been favorably impressed and will benefit in the long run. The fact that community parents can be listened to and help the school improve is a necessary idea.

The superintendent of schools said,

> One of my main concerns as superintendent is that we institutionalize the changes that Teacher Corps has been bringing about in our local school system. We have been with Teacher Corps since 1971, the second year of the fifth cycle. It seems to me that it has had a major impact on our school system. From what I can see, it is also having an important impact on the university as well. The reason I wanted our school district to be involved is that we were very provincial when I came here in 1971. Thus, I wanted to make constructive educational changes, particularly in the curriculum and in our personnel development program. We have had lots of help and support from the university, mainly through Teacher Corps. The closeness that has developed between the IHE and the Spruceville School District will certainly last after Teacher Corps is gone.

The Teacher Corps documenter felt that there was a strong possibility that the process of collaboration between the department of education at the university and the state teachers' association in developing programs for inservice education stood a solid chance of lasting past the termination of Teacher Corps. He felt that one of the great needs was to get the administration, not just the teachers and faculty, both at Central State and in the Spruceville School District, more involved.

The single most important vehicle by which Teacher Corps is attempting to institutionalize this collaborative activity is through what is termed the "professional education advisory board." This advisory board is an outgrowth from the cooperative program unit governance model, developed in the planning year of Program 78. Board members include faculty, teacher, principal, superintendent, and representatives from the regional service area. The board meets once a quarter. It advises the dean of the school of education on matters concerning certification and training of teachers. According to the Teacher Corps director, this board is a collaborative governance system for teacher education which meets the requirements in the new state standards of certification that the school district and the state teachers' association collaborate in planning for teacher training programs. Teacher Corps funded the planning of this collaboration during the first year of the project and provided funds for travel for board members the following year. Four of the professional education advisory board members are from the Teacher Corps project, including three of the four members of the 1978 policy board.

According to the dean, one of the main features of the new state standards is the necessity for each approved teacher education program to have an advisory board with representatives from the profession, the administrators, and the community as well as the college of education. Teacher Corps was instrumental in the development of this advisory board. In the dean's opinion, the chief change that the Teacher Corps has accomplished thus far and put into operation is this professional education advisory board, which he claims "has a much larger representation of persons from outside the university than has ever been present before in considering college programs." It is the dean's opinion that the best overall contact the school of education has with the school district has been through Teacher Corps and that the new professional advisory board in which the institution of higher education, the local education agency, and the teachers' association are all represented "gives us a much broader approach to our program than we have ever had before."

Finally, one other informant said that

> One of the changes which has had the greatest significance has been the collaboration with the state teachers' association. With this collaboration, teacher centers may become increasingly more viable. Also, this collaboration has generated a far greater possibility that the professional staff development center could be created in Spruceville and that it would be a collaboration between the teachers, the administrators, and the faculty of the IHE.

This professional education advisory board is already institutionalized and part of the regular operating procedures of the school of education. There was some rumored evidence of conflict between the dean and the state teachers' association, as well as between the superintendent of Spruceville and this organization. We have not, however, in the time allowed, been able to confirm this; if true, it could influence the future working relationship and thus effectiveness of this board. Nevertheless, according to nearly all of our respondents, Teacher Corps' intervention has resulted in a much closer working relationship between the school of education and the collaborating community, and this is likely to be retained in some form even after Teacher Corps.

4. Implementing the New State Standards

Another major change that Teacher Corps believes is in the process of being institutionalized is the new state standards. In planning for Program 78, the faculty of the school of education held a retreat, at which time they considered a proposal by the director of the Teacher Corps program to use Program 78 as the major vehicle for enabling the university to meet the new state standards. One of the main features of the state standards is the necessity for each approved teacher education program to have an advisory policy board (discussed above), which will have on it representatives from the profession, the administration, and the community as well as the college of education.

New courses are required at the college of education to meet the new state standards. One of the requirements of the new standards is that certificate candidates demonstrate "generic competencies." Eleven competencies were specified for the Initial Certificate, and five more for the career certificate for teachers, the Continuing Certificate. Teacher Corps proposed to develop and test courses that would enable teachers to demonstrate the five generic competencies for the Continuing Certificate. In the process of developing courses for the Continuing Certificate, the Teacher Corps director and staff (1) organized a statewide committee to define and advise on the Continuing Certificate; (2) commissioned three teams of professors at two universities to develop syllabi for courses at the rate of $1,000 per course; and (3) contracted with a former Teacher Corps staff member, who is now an elementary teacher in the local school district, to draft a working document relating competencies to possible behaviors to teachers.

When we interviewed the dean, he spoke with considerable enthusiasm about the fact that the Teacher Corps program was being used in a substantial way to enable the school of education to meet the new state standards, which had just been promulgated in 1978 after a trial period of 7 years. The dean said, "This is, as far as I am concerned, the major thrust of Teacher Corps Program 78, and the new standards will be institutionalized because they are mandated by the state. The chief change already put into operation is the professional education advisory board, which has a much larger representation of persons from outside the university than has ever been present before in considering college programs." He further pointed out, with considerable enthusiasm, a document that had been prepared by the former Teacher Corps staff member, in which the generic competencies now demanded by the state education department have been outlined and translated into behavioral objectives and the existing programs within the school of education have been analyzed as to where these generic competencies would be developed. This material was developed for the 1981 visit by the state accreditation organization. This document was referred to on at least a half dozen occasions by others on the faculty as the basic planning unit that was going to affect the operation of the school of education in the future. The dean further stated that he felt that the refining of these generic standards would continue for quite a long time and that this would have a permanent effect on the teacher training program of the university.

Moreover, the graduate dean, in response to a broad question regarding the possible lasting effect of Teacher Corps on the university school of education, indicated that the fact that Teacher Corps guidelines specifying generic competency correspond closely to the state guidelines increases greatly the chances that this Teacher Corps innovation will persist after Teacher Corps money is gone. He felt that those generic standards, refined to meet the new state requirements met the department of education's overall needs and were therefore likely to become institutionalized. This would appear to be an instance where external factors dictate the usefulness of a Teacher-Corps-inspired model. In short, many people believe that, in this case, Teacher Corps facilitated something that had to be done in any event; but as a result of Teacher Corps' influence, it probably will be done better and faster.

Another faculty informant said, with respect to this point, that he feels that Teacher Corps' work with certification has been possibly its most important contribution, and since this is responsive to the external needs of the moment, it is likely to last. Moreover, this has to be done in collaboration with the school district and the state teachers' association, and Teacher Corps is the university's best contact with both of these entities. Another faculty informant said that the decisionmaking process has been broadened through the state guidelines: "A significantly larger number of the faculty have been involved this year, and there is more awareness of the Teacher Corps program, probably because it has dovetailed with our efforts to meet the new state standards."

The vice chairman of the Spruceville teachers' association said:

> I am a member of the professional education advisory board at the university that has been set up to respond to the state guidelines, and this is paid for by Teacher Corps dollars, and I have been a teacher advocate to get these new plans implemented. It is the first time that I can remember seeing any movement by the IHE to respond to teacher concerns, and now that it is part of the state standards, Central State seems to be wanting to implement the work. There seems to be quite a bit of movement on the part of the dean of the college now, and the Teacher Corps director has been one of the major persons to generate this change.

Thus, according to all the faculty members that we talked to, Teacher Corps seems possibly to be the major source for helping the university to meet the new state certification standards. On our inquiry about where the new state standards originated, the Teacher Corps director reported that the state had started working on them in 1967, and they went back even farther to the Elementary Models that were set forth earlier. He said:

> We were the first state to mandate competency-based education. William Drumond in the State Department office and Wendell Allen, the associate superintendent, urged us to think radically, and some of us in the field were anxious to develop standards that were based on competency. The state accepted the proposals for competency-based teacher education as they were generated. They went through third and fourth draft revisions and then were reported out and became the first competency-based standards in the country. In 1971, guidelines were adopted that were to be of an experimental nature. The state said they would have an indefinite period to see whether these were possible for implementation. In 1978 the state teachers' association had become involved, and in spite of a considerable amount of foot dragging on the part of the universities, in 1978 the state board of education mandated these standards that were to be implemented within 5 years so that the generic competencies as outlined will become a rule by 1983, which corresponds with the cessation of our Teacher Corps program 1978.

Thus, largely as a result of pressures from outside the university, the outline of objectives, criterion performances, and indicators of competency for meeting each standard in the new state standards for certification appears to be well on its way to institutionalization. The chart developed from this outline is used by other IHEs in the state for planning programs in conformance with the new standards. The approach thus appears already to have become an institutionalized product for the entire state.

5. Increase in the Amount, Kind, and Effectiveness of Field Experience in Teacher Education Trainees in Both the Undergraduate and Graduate Programs (The Preservice Education Program)

The principal vehicle Teacher Corps is employing in its attempt to change the preservice education teacher training program is the Teacher Corps internship program. As we stated earlier, there are two levels of certification for teachers in the state. The initial level requires a bachelor's degree and completion of an approved teacher education course of study. The continuing-level certificate requires three successful years of experience plus a fifth year of university credit in an approved program, which must include demonstration of generic competency. The state has mandated new requirements for certification, and the Teacher Corps interns have been the first group to demonstrate a new program for the Continuing Certificate.

Teacher Corps interns will complete a master of education with specialization in secondary education. The program of studies will allow interns to base their advanced course work on their practical experiences in the Spruceville School District. The interns will spend approximately half of their assigned time in school classrooms. During the first year, interns will participate in classrooms at all levels. During the second year, the interns will concentrate on secondary grades. Each intern will spend full-time in one classroom during either the fall or winter quarter of the second academic year. The interns, under the guidance of a community coordinator, will study the community, participate in parent and student community activities, and spend a major portion of one quarter in the second year as a leader of a community activity related to improving the school climate. The IHE will offer a minicourse or a regular course in community education. Interns will have completed the basic core program required of all graduate students in education by summer of 1980.

Teacher Corps interns have demonstrated the new series of courses developed specifically to meet the requirements of the new Continuing Certificate for teachers. The three courses are Staff Development and Supervision (three units), Referral Agencies and Resource Personnel (two units), and Knowledge of Alternative Levels (four units). The interns' achievement was evaluated by a university faculty team supported by the Teacher Corps team leader. Then their study will be replicated by interns from another state university, which is a Teacher Corps Program 79 project. This Continuing Certificate program is yet to be approved by the university council, but the state accreditation board, after their visit in 1981, recommended that the state board approve these courses.

Overall, the Teacher Corps project thrust has tended to be toward attempting to move both the undergraduate and graduate preservice teacher education programs in the direction of being more clinical and more field-based. One of our informants in the school of education's administration said:

> There are three routes to the master's degree which can be taken at the university: (1) a thesis, (2) a comprehensive examination, and (3) a field project. The most numerous, at present, is the examination procedure, followed by a considerably smaller number of master's theses and almost no field projects. The Teacher Corps director has felt that the field projects are most desirable and has been encouraging his Teacher Corps interns to take this route. The regular institutionalized course in the catalog for this aspect has now been broadened as a result of the Teacher Corps director's insistence, and this enables a much more flexible approach to the field project than ever before. A key question, however, is the extent to which the field project will come to be more popular with the other M.A. students in the college in the long run. This will be a measure of the extent to which the idea has become institutionalized.

Another faculty informant said:

> Both the amount and the quality of materials for instruction are much higher in our teacher training program than they would have been without Teacher Corps. Teacher Corps has given us a much better way of transmitting teaching skills than we had before. We put our materials into packages and modules with a considerable amount of automated instruction, which 25 to 30 members of our faculty have helped to develop. It forced us out into the field where we would not have gone otherwise. Our curriculum and methods courses are now taught much differently as a result of Teacher Corps intervention. For example, we now insist that our teachers in training in the methods courses must go out into the schools and do microteaching and bring the materials back into our methods courses. This was never done before.

Another informant said, "We have increasingly moved to a two-quarter clinical program in our practice teaching, and I think this has been a direct result of the Teacher Corps. In 1971, one quarter of student teaching was the mode, and we have made movements toward the two-quarter clinical program since that time." Another faculty member said, "Development of our two-quarter clinical program instead of one quarter of student teaching was directly the result of Teacher Corps, and more of our student teachers from the regular program are in this program than the one-quarter one. It's very similar to the Teacher Corps model. My impression is that Spruceville has also been favorably impressed and will benefit in the long run." Still another informant in the LEA said that, "I believe that the clinical aspect of the teacher education in the undergraduate program would never have been able to get off the campus and into the field had it not been for the Teacher Corps dollars." Another faculty member, involved with off-campus programs, said, "I feel that the programs have changed a great deal and moved in the direction of more competency-based, field-based, and that this will increase; and while this is Teacher-Corps-related, it is also a consequence of the enrollment crunch in the last few years."

One faculty member who had just completed a stint as acting dean felt that one of the important successes that Teacher Corps had enjoyed within the IHE was the training of the master's degree people and the pushing for more flexibility in the acceptance by the university of field projects to satisfy the thesis requirement. Overall, most of our informants seemed to feel, however, that Teacher Corps' major impact on preservice education had been in the undergraduate teacher training program. The Teacher Corps interns' graduate program was seen as an excellent one, but one that had not yet progressed to a point where it was influencing the regular graduate program of the school of education. Nevertheless, nearly all of our informants within the school district seemed to think that the Teacher Corps internship program was indeed a powerful one. Each of the Program 78 interns had developed and tested courses for which adoption into the regular curriculums of the collaborating schools within the Spruceville district was planned.

6. Changes in the Faculty's Understanding, Attitudes, and Behaviors

According to nearly all of our informants, in both the LEA and the IHE, the most pervasive, but the least well documented, changes are those in the attitudes of the participants. In our interview with the dean, he stated, "The most important changes resulting from Teacher Corps are the changes in people on the faculty who, after the experience with Teacher Corps, will not go back to doing things as they have done them before." When we asked him how one might go about documenting such changes, he said that it would be difficult. He praised the Teacher Corps director for his ability to get many faculty involved in the program because this involvement tended to turn them around dramatically with respect to their awareness of the everyday problems that the school district confronted. Another faculty informant, who had been involved with Teacher Corps programs from the beginning, felt that the Teacher Corps experience subtly changes the individual faculty members who participate, but in small, incremental ways that even those individuals may not be aware of. In a general sense, he believed that Teacher Corps had partly helped to change faculty attitudes toward ongoing inservice programs, but he admitted that this was also a reflection of the external conditions which characterize the educational context of the day.

The Teacher Corps director himself admitted, when asked whether institutionalization could be maintained after the Teacher Corps dollars were gone, that much would depend on the extent to which the involved faculty had internalized the attitudes consistent with Teacher Corps goals. He felt that it was the pervasive changes of attitude that would, in the long run, be most persistent. One younger member of the faculty, who had served as a faculty intern in the past year, said that she had supervised student teachers for the first time during the last quarter and that this had been an important experience. She has learned some things that will help her throughout her career. Particularly, she has learned about the central importance of the administration in the schools, and that many things don't happen because of administrator and interschool rivalry. She claimed that she would pay far more attention to obtaining the cooperation and understanding of the administration in the future.

Another faculty member, who admitted that he was initially reluctant to work with Teacher Corps and to leave the campus, reflected on his experience by saying, "It forced me out into the field where I would not have gone otherwise, and, as a consequence, has changed my whole career outlook and focus." The new chairman of the department of education said, "The main institutionalization of Teacher Corps has taken place in the behavior of our faculty, in the way they teach here in the university after their experience out in the schools." The superintendent of the school district said, "It is quite clear that the IHE faculty who come here to work in the school district not only enjoy it, but they also learn a great deal from it. We hope that this will continue because it's good for our teachers, and it's good for the teacher trainees back at the university as well."

Another IHE faculty member said, "One thing that affected me as a result of Teacher Corps influence more than any other thing was that I came into contact with people in the schools who really cared about children, and it was much more effective than just teaching on campus." One of the Teacher Corps interns said, "I was impressed as an intern with many of the faculty's lack of concern about the realities of teaching in the regular program, but the Teacher Corps program got many of the faculty out into the schools where they could make a difference in the district. This can't help but make them better trainers of preservice teachers back at the university."

The Teacher Corps director, however, said:

> One of the most frustrating circumstances in working with Teacher Corps over the years has been in the attempt to persuade the university community to come on board. The college faculty has not moved forward with the same rapidity as the people in the school district. At the university, it is the professional peers at other universities in other parts of the country who form the reference group and are respected far more than their colleagues on campus or the teachers in the collaborating school district.

Other faculty members, however, felt that the director was being too pessimistic. They believed that, over the years, the Teacher Corps program had involved approximately one-third of the department of education faculty and that this one-third had been changed in important ways that would survive to influence their teaching and other professional behavior even after Teacher Corps was gone. Furthermore, they felt that one-third was overall a realistic figure. No program should expect to influence many more than that and in fact, according to one observer, there was only about one-third of the faculty that "should be let loose on the public schools. The remainder are just as well off in their ivory towers on campus."

7. Multicultural Education

According to the Teacher Corps project's second-year continuation proposal, the multicultural education component has been developed through an unusual circumstance. One of the 11th-cycle interns based his M.Ed. paper on a site-specific approach to multicultural education, "Multicultural Education in a Monocultural School." He proposed to implement this concept in the Spruceville School District, and his proposal was funded. His project, which grew out of his 11th cycle internship is the basis for the Program 78 project multicultural component. This project is directed at improved teacher and pupil awareness. The project, referred to by the Teacher Corps as Project Reach, was expanded in the second year to include all grades K through 12. A series of workshops was held for teachers, administrators, and parents for training in multicultural education. Also, the Project Reach director, at the request of the elementary building advisory committee, presented a minicourse on multicultural education for the Spruceville School District staff.

When we interviewed this 11th-cycle intern, he said that he had been "institutionalized" as a full-time employee in the school district. His major role is to further multicultural education in a predominantly white, middle-class school system. He had taken this field as his master's field project and believes that the work is now in the process of becoming institutionalized.

> During my internship I developed an experimental course in multicultural education to be used in this monocultural situation as part of my project. I want to stay in the Spruceville School District and keep developing this aspect of my work. The school district this year is paying one-third of my salary, and Title IV is paying two-thirds. The work on multicultural education that I am doing is already becoming a part of the regular social studies curriculum in K through 12 for the entire district. I have also been up to the university to lecture to their required course in multicultural education several times, so what I'm doing is already beginning to influence the college curriculum for all students. The person who has helped me the most is a professor at the IHE who is responsible for the Education 310 course in multicultural education. He has been a great colleague and consultant. Teacher Corps has, of course, been the impetus for all this. I go to them for dollars that I can't get elsewhere. I am now in the process of

> making some dissemination packages to be used in other school districts. We have not found many other people who are doing this kind of work in the kinds of schools we have here. Most of the work in multicultural education takes place where there are large numbers of minorities. We have developed a large amount of material which we hope to publish soon. During this last year, I have taught a minicourse to 15 teachers in the district who are receiving credit as well as additional increments on the salary schedule, all paid for with soft money. I took an existing course title, and it has generated some course credits which enables us to pay for it. This course is Education 510, Cultural and Linguistic Diversities in American Education (four credits). We have planned and piloted a version of this course for inservice education within the school district. I've have taught this course now twice, once to 16 students and secondly to 25 students here in the district. I received additional pay for that. The assistant superintendent for curriculum here in the district is committed to what we are doing and is pushing us to develop more material. The superintendent also wants a course in world culture taught in the high school as part of the regular curriculum.

At the time of our first visit, however, the dean was less optimistic about the multicultural education effect at the IHE level. He said that he was disappointed that the school of education had not been able to tie into the multicultural education and bilingual education mandate of Teacher Corps. He indicated, "We need it badly. We are isolated. More Southeast Asians are coming to this part of the country, continued numbers of Indians from the Northwest and we simply are not preparing teachers with a multicultural outlook." He had hoped very much that the foundations area would help them with this, but he has not been encouraged by what has been happening. He continued, "We will have a minivisit from NCATE in 1983, and I am worried about how we will stand up with the new multicultural requirement." He feared that no one on the faculty was talking about how to meet this, and he was disappointed. Even the 11th-cycle intern admitted that institutionalization of the multicultural aspect of the Teacher Corps program was moving along much better at the school district level than at the IHE. Nevertheless, this intern stated that since the new state requirements mandate multicultural competency, this alone might well work for institutionalization of multicultural education at the IHE.

However, by our second field visit 1 year later, one of the members of the LEA faculty said, "We have been having an active input into the advisory committee of the college, and we are not surprised when we see courses at the university based on our work here being implemented. We are developing now a genuine multicultural program that is needed and which will go beyond what is being done now. It is already in the process of being institutionalized." Moreover, the superintendent felt that the intern's work on multicultural education at the school district level had already had a return influence at the university level itself. Another IHE informant said that, although there is no multicultural faculty in the department of education the new state regulations require one so that there is a good possibility that it will become institutionalized in the future. In our exit interview, the Teacher Corps director stated that the 11th-cycle intern's work and involvement with the university went far toward meeting the NCATE requirements. However, requirements had been increased, so that the dean was again anxious and felt that they needed to do even more. One of the IHE faculty members spent his sabbatical at the East/West Center in Hawaii, developing course materials, and this will help to meet the future requirements as well. This sabbatical visit came out of a multicultural conference with the East/West Center and was supported by Teacher Corps' Far West Network.

Thus, although there is some difference of opinion as to whether or not the IHE is presently doing enough to meet the NCATE requirements for multicultural education, it seems that Teacher Corps is the only entity at the IHE that is attempting to do anything in this direction and already has some solid accomplishments to its credit.

8. The Development of New Courses and Parts Thereof, Based on Competencies

According to many of our informants, one of the most pervasive, though subtle, influences of Teacher Corps on the IHE over the years since its first participation in Cycle 5 has been the development of courses or the modifying of existing courses in the direction of making the program more competency-based. The Teacher Corps director confirmed that the early Teacher Corps cycles at Central State used, though they did not develop, existing competency-based clinical teacher education programs, and this was the basis for getting their first grant. In his view, "Here at Central State, school of education competencies are viewed as broad and generic and therefore allow more variation than narrowly interpreted competency-based programs."

Another informant from the IHE, when asked about how new courses had been introduced, stated:

> The new course has been approached by taking one of the old numbers in the college catalogue and working with the graduate dean to refine the contents. Thus we are making the course field-centered and competency-based. Furthermore, the Teacher Corps students who take these courses do so on a pass/fail basis, which was against the regulations of the graduate school until Teacher Corps came along. This has been a 2- or 3-year fight but has been won, and now the graduate council fully accepts this change.

Another IHE faculty informant said that one of the most important changes at the IHE that has resulted from Teacher Corps' influence has been a general acceptance by the faculty of the necessity to state pupil learning in more objective and behavioral terms. "The development of that evaluation has been a far-reaching change in our program, and Teacher Corps has been one of the primary causes of this. The school is now devising instruments for checking off the continuation requirements of the credential, based on competencies, and this form is being shaped by Teacher Corps initiative and will last beyond Teacher Corps." Another IHE faculty member told us that his first contact with Teacher Corps began in 1974, when he was asked to design some competency-based learning activity packages to be used in the Teacher Corps program. The materials that he developed for Teacher Corps are still used today. They were designed so that they could be used off-campus without direct supervision, and they became partial substitutes for some of the traditional on-campus science education courses. The school district has done some rather progressive things since 1974--for example, insisting that the students in the methods courses do microteaching in the schools. These innovations are the direct result of Teacher Corps and have been institutionalized already.

In addition, the Teacher Corps documenter called our attention to new competency-based courses that have been developed as a result of the Teacher Corps program, and he thinks that they will continue in the regular curriculum. These new courses were funded and developed by Teacher Corps, using interns in the process. Six of these courses have been developed just over the past 2 years. After speaking to the Teacher Corps staff and to a large number of other IHE faculty members and reviewing course catalogues and course materials, it is our impression that Teacher Corps has, over the years, succeeded in moving a number of courses in the direction of being competency-based and clinically oriented, although perhaps with a broader, more open definition than is frequently implied by these terms.

9. Extending and Increasing the Closeness and the Effectiveness of Working Relationships with the Community

As stated earlier, the community council was elected even before receipt of the Teacher Corps grant for Program 78. In fact, the community council participated in a major and meaningful way in the writing of the proposal. According to a member of the community council in its first 2 years of operation, the council developed a community resources handbook, assisted by the community coordinator and the interns and guided by their participation in community organization workshops. Also, a community survey was conducted to elicit information from the community with regard to the community education program.

As the community council continued to push toward a permanent progressive community education program, the major concerns of the council were: an expanded community education program, a data bank of community resources to enrich the school program, a multiarts program for Spruceville and other schools, personal development for council members, and the organization of a continuing community council that would play an important role in the development of the community as a dynamic city and a strong school system. The council has also been working through its community coordinator to train volunteer aides for the schools.

One of our informants said that, initially, in order to facilitate widespread participation in the community council, the Teacher Corps program had budgeted $35 a day for those who participated in meetings. This has apparently made a great difference, particularly with the community people. However, according to this informant, this incentive obviously cannot be institutionalized, and the community council is now considering what kinds of rewards could be made that would be appealing out of regular school district resources.

One IHE faculty member who had been with Teacher Corps off and on since Cycle 5 said that, in the early years of Teacher Corps when the interns were cast in the role of change agents, things began in a very poor way and that, in fact, they had been asked to leave several school districts. Consequently, the project had had some excellent lessons on how not to bring about institutionalization. However, the current program seems to have learned a great deal about the importance of using community resources intelligently. "In the beginning the community was not noticed very much. It was just tolerated. Now they seem to realize the power of the community and are bringing them in as full partners in the planning and operation of the system. We have grown out of the old concept of simply using the community as a power broker to bludgeon compliance with minority interests." Another faculty member continued along a similar vein, saying that:

> Another innovation that seems to have a chance of lasting that began back in cycle five was to involve the community more actively. In the beginning we were so damned democratic that we almost couldn't get anything done; but now, gradually, there is good communication, and the way in which the community is listened to apparently has stuck. If nothing more has happened as a result of Program 78, we would be ahead of the game. The fact the community parents can be listened to and can help the school improve is a necessary idea.

The superintendent of schools commented, with regard to the community council:

> This has been an important input from Teacher Corps and has been most positive. I did not believe in it to begin with, but I am going to try to institutionalize it as I can see the positive results. I'm going to try community participation in with our

> school board. I don't want to have a variety of centers of authority, but I want to have much more extensive community participation.

He indicated further that he felt Teacher Corps had made a major contribution to the community council. He felt that a healthy and active, militant community council had evolved and that this would last after Teacher Corps is gone, possibly with some changes in the selection process. Another faculty informant said that in many ways the community council had already been institutionalized because of the strong support of the superintendent of schools. "They have developed their own adult education program. The Teacher Corps has involved the community council in writing the proposal, and they have been kept in the act ever since, especially regarding educational staff development."

In our interview with the vice chairman of the community council, she said that the community council had been in existence for 2 years.

> I am vice chairman and I helped write the bylaws, and I am serving also as a parent on the middle school advisory committee. I think that this program is going to last because, among other things, we had a chance to talk about institutionalization last year when we began the project. The community council has given support to a program of community education, which is making a significant difference in the town. Persons who work in the community education program have been employed and paid half-time by Teacher Corps and the other half-time by the school district. We want to develop a community education program for all persons in the community from early childhood to over a hundred years of age--dancing, mechanics, pottery, something of interest for everyone. The first thing we did was to survey the community and find out what they wanted. Last year there were 120 persons who were participating. This year there are over 600. It has been one of the finest things that has happened in this community and will unquestionably be continued, and it was started by Teacher Corps and the community council. It is exciting to see all ages in the community using the school facilities four nights through each week. At the middle school where I serve on the advisory committee, we are beginning to work out a process for teacher improvement through the use of Teacher Corps dollars. The community council works differently at the high school level. I think it's probably worked more effectively there. It has already been institutionalized, however, at the elementary schools. The administration of the school district says that the community participation is OK, then it will go; and it is my understanding that the superintendent of schools wants things to happen.

It is our perception, having interviewed many faculty and community participants with regard to the community component of this Teacher Corps project, that because of the successes that they have enjoyed and because of the support of the superintendent, this community council has a far greater chance of being institutionalized after Teacher Corps dollars are gone than the community council of any other projects we have studied.

10. Increasing the Flexibility of Admissions and Other Procedures at the Graduate Division and Central Administration of the University

One of the unintended but positive consequences of the Teacher Corps program at Central State University has been, to achieve progressively greater flexibility in university regulations, especially with regard to interns but also with regard to inservice courses. When we asked one of our informants what had been the chief sources of resistance to Teacher Corps' innovations, he responded:

> These are built into the university system. Academic people do not like to manage detail and trivia, and these programs require a considerable amount of work at this level. Also, there is the certification office, the graduate office, the registrar's office, and the departmental office, all of whom are trying to maintain the present system; and it is a task of considerable magnitude to break this down.

Another informant on the Teacher Corps staff said that, "Very often in the early days of Teacher Corps, when members of the department or central administration--including the registrar, comptroller, and so forth--were questioned, the reaction was: 'Teacher Corps, oh my God, what are we going to have to bail them out of this time?'" Now, however, when we asked the current dean what changes he thought Teacher Corps had brought about at the university over the years, he enumerated several, one of which was

> recognition that graduate admissions need not be as provincial and hidebound. It could have greater flexibility. Also now, because of Teacher Corps, we are beginning to accept the fact that other than our own college faculty can deliver inservice education--for example, school district personnel. Teacher Corps has had a major

> impact in bringing about this change and has helped us with more innovative ways of offering inservice education. This has met with considerable resistance on the part of our faculty and the administration. There was a feeling that people were trying to reduce the requirements for credit and weakening our system. However, Teacher Corps has shown us how to be flexible without reducing standards The Teacher Corps director has fought a long, hard battle to permit some flexibility in our graduate program and has had some success. Both the provost and the graduate dean have become more flexible as a result of the work of Teacher Corps and particularly of the Teacher Corps director.

With respect to graduate admissions, the graduate dean admitted that Teacher Corps had forced them to open up new possibilities in admissions. Also, they found in following the Teacher Corps interns that almost all have done very well in their academic work, so that the admissions approach now is more flexible than ever before. This has already become institutionalized in the behavior of the admissions committee.

Teacher Corps has attempted to modify the master of education requirement (which had never varied before) in a special seminar and has been responsible for bringing increased flexibility to the university's regulations. At first, the dean of graduate studies and his colleagues had resisted, but now, after several years of experience, they were happy that a more functional program was developing and that standards were not being sacrificed. They now were able to accommodate Teacher Corps, waive some requirements, and permit greater flexibility. It seems clear that Teacher Corps has had an impact in that graduate standards are set and enforced in a more constructive and flexible manner that the graduate office feels comfortable with.

11. Developing Greater Emphasis on the Gifted and Talented As Well As on Exceptionality

One of the faculty interns from last year has developed a course for the gifted and talented as a result of her Teacher-Corps-funded faculty internships in the school district. This course, Education for the Gifted and Talented, (four units) was developed and pilot tested by this faculty intern as a part of Program 78. This course is now in the regular catalogue. The head of the special education department said:

> One of my young faculty members was assigned as a faculty intern in the Teacher Corps program to help the Spruceville schools with the gifted and talented program. We had tried in special education several times to get something in our program on the talented and gifted, but we have never been successful. Now, after the Teacher Corps experience, we have developed a course and applied to the curriculum commission and the state advisory council, and we now have one course in the catalogue which, in the long run, will have a far-reaching effect on our program This would not have happened without Teacher Corps. We hope to put together a long-range plan for training regular teachers and also for inservice education of regular teachers on the problems of special education. Teacher Corps gave us a push. We took advantage of it.

From the standpoint of the LEA, the superintendent of schools said:

> We have had a lot of help and support from the university. They have worked with us to develop our field-based courses, our minicourses, and have built into these programs materials that are of interest to us and are responsive to our needs. The faculty intern program has been especially useful to us this year. Already we are introducing a gifted program, which I have submitted to the board so that we are now able to do something we have wanted to do for some time. It was directly the result of the Teacher Corps' faculty internship program.

This project for the gifted and talented is called project E.A.G.L.E. The program was developed and tested as part of the Teacher Corps project in 1978 and 1980, and it is continuing as part of the curriculum for all levels of the public school system. In our exit interview during our second field visit, the Teacher Corps director said:

> Last year when you were here we didn't know yet how the faculty internship was working and what effect it was having. Now we have a number of results that we can point out, and one of the most satisfying is the fact that, as a result of the internship program and special education department's participation in that program, Spruceville School District now has a gifted program. Also, as a result, there is a new course for the gifted here at the IHE, and it's in the regular catalogue.

One other thrust in this area has been in the area of exceptionality. The head of the special education department at the IHE said:

> Seven or eight years ago, Teacher Corps held a conference in Washington, D.C., and at that time I learned about the CARE program [computer-assisted renewal education] and then made arrangements to bring the program to Central State. Teacher Corps then picked it up and set up one computer terminal. Following that, Teacher Corps and the special education department worked together to write the program as a one-credit course on exceptionality. This course has now become a required course for all students in the school of education.

Thus he feels that Teacher Corps contributed to the institutionalization of what has become a core course in exceptionality. The Teacher Corps director felt that "the CARE thing of the special education department is a very good thing and that, further, it goes a long way in helping to meet some generic competency requirements regarding special education in the new state standards."

Both of these instances of special education's participation in the Teacher Corps program appear to be examples of structural institutionalization where programmatic changes have been made at the LEA level and new courses have been introduced into the regular curriculum at the IHE.

12. Other Changes

There are several other changes for which we have little documentation but which are worth mentioning since they may have important implications for the future. One is the fact that Teacher Corps appears to be responsible for increasing the cooperation between the university department of education and the state teachers' association. Several of our informants believed that, in the long run, this may have an important impact on the extent to which Teacher Corps innovations introduced in Spruceville may be disseminated to other districts throughout the state. One informant close to the program said, "One of the most important things he [the Teacher Corps director] has done has been to involve the state teachers' association, which has been resisted by the college and the dean and many of the other people in the university until recently." A faculty informant stated that, "One of the constructive developments stimulated by Teacher Corps has been the representation of the state teachers' association on the policy board of the college, and this is making a big difference." An informant from the LEA commented that "Another change of great significance introduced by Teacher Corps has been the collaboration with the state teachers' association. With this collaboration, teacher centers may become increasingly viable." The Teacher Corps director felt that "The improved relationship with the state teachers' association may, to an important extent, determine the future likelihood of the things that we have initiated in Spruceville being disseminated outward to the rest of the state."

A final change for which we have little concrete documentation and which, in any event, is probably only partially intentional is the more positive atmosphere of change that many informants believe Teacher Corps has introduced to both the IHE and the Spruceville community. One informant said:

> In general, Teacher Corps has been on the cutting edge of everything new that we have done here at Central State. In a very unconscious, innocuous way many things have been institutionalized that have grown out of Teacher Corps as a matter of course. Teacher Corps, next to student teaching, is the main source of our relationship with the public schools. If it were not for Teacher Corps, we would be much more provincial than we are.

Another member of the IHE faculty said:

> The man who is the Teacher Corps director is an extremely creative, valuable person--a natural change agent. What Teacher Corps has done for this department is to give him his head. Before, when he was departmental chairman, it restricted the kinds of things that he could do. When Teacher Corps came along, it opened up new vistas and released him for much more creative endeavors, and this tended to pull the rest of us along. Through Teacher Corps he has introduced into the school of education an aura of dynamic change.

Another member of the university administration said that "there seemed to be two factors working in the direction of change. One is the external force related to the state's new certification standards. The other is the fact that Teacher Corps has picked up on this and is using it as a vehicle to promote change from within the institution."

At least a half dozen of our informants, both within the IHE and within the LEA, felt that in ways that were difficult to define in concrete terms, the Teacher Corps project, over the years, had introduced a certain aura that made these institutions more permeable with respect to change than they had been before. One informant, who has been an observer of Teacher Corps over the cycles, said that in the beginning "we sometimes had the feeling that Teacher Corps was pushing change just for the sake of change, but in recent cycles most people have felt that the dynamic for change is much better thought out, much more responsible, and therefore much more likely to survive after Teacher Corps is gone." The superintendent of the collaborating school district said that, "prior to Teacher Corps, the school district had been quite provincial. Nothing much was happening, and there was no sense of movement. However, Teacher Corps provided me with both a vehicle and a rationale for getting things on track and moving." In order to keep this praise in perspective, however, it should be pointed out that there were a number of informants who felt that Teacher Corps had indeed brought about important changes and an atmosphere conducive to change within the school district but doubted that this would survive after the Teacher Corps dollars were gone and the formal relationship between LEA and IHE terminated. Still others believed that, even though this aura of change did in fact become a reality, it only really affected the relatively few people who had been directly involved in Teacher Corps projects and had not, for example, even begun to touch the foundations department and several of the other departments within the school of education.

Factors That Appear to Facilitate Institutionalization at the IHE

Central State University has been continuously with Teacher Corps since Cycle 5. During this time the program has had its ups and downs. It has worked in six school districts, and, for a variety of reasons, was asked to leave several of them. It has, however, had a formal collaborating relationship with the present school district since the second year of Cycle 5. In response to a request by us to summarize Central State's experience with Teacher Corps from fifth cycle through Program 78, the present

Teacher Corps director replied that the fifth cycle was an intern-centered program, oriented primarily toward developing career teachers. He said the fifth cycle placed heavy emphasis on community involvement. The seventh cycle was pretty much a continuation of the fifth, but during that second year, he himself became far more involved with Teacher Corps. The ninth cycle attempted to move away from the large intern-centered program, and the project asked Teacher Corps for an exception, permitting them to recruit first-year teachers who were unemployed. This was a 1-year M.Ed. program, which began the emphasis on inservice education. The 11th cycle was a further development of this inservice program. The director stated that one of the conditions for his having agreed to write the Program 78 proposal was that there would be a formal action by the whole faculty of the department of education to use the project as a vehicle for making changes necessary to meet the new state certification standards.

Continuity of Presence and Leadership

The long history of this project and those of several of the other projects at which we have looked in depth lead us to conclude that one of the most powerful factors for facilitating institutionalization is the continuity of the presence and leadership of Teacher Corps over a long span of time. One informant on the faculty said, "We have lived with it [Teacher Corps] for so long that it seems already institutionalized, and we have assumed that it will always go on. We have never looked at Teacher Corps in isolation but as an integral part of our program." The superintendent of the school district made the point that it is very difficult to look at the impact of Program 78 alone. "Teacher Corps has been here for so long, whittling away at the various resistances to change, that many of the things that began in Cycle 5 or 7 are just now beginning to pay off, that is, getting into the blood stream of the regular program."

Another informant on the IHE faculty said, "The director is a very creative educational entrepreneur. In the amount of time he has with soft money support, he's just bound to bring about some change that makes a difference in the long run." Another informant on the university administration said, "The Teacher Corps staff has become a smoothly working team over the years, not just the director but his coordinator, who has served as an effective expediter. They have never let up in their attempt to bring about educational changes in which they believe, both in the school and at the LEA. Over time this kind of commitment is bound to pay off." Another member of the faculty said, "Teacher Corps has been here so long it's thought of in the same way as any other permanent department. Most people couldn't imagine it being gone. We're all going to be in for a shock when the money runs out, but a lot of things will remain simply because Teacher Corps has been hammering away at them for so long." The head of the special education department felt "that one of the reasons for its success was that Teacher Corps had been at Central State for a long time. At first it was not looked on so positively. However, it has improved all along the line." The head of the reading program at the university said, "I feel that change comes very slowly and that it comes as a result of a growing consciousness of the classroom teachers and the IHE individual faculty members involved. One needs to be very patient." A man who had served as acting dean the year before said, "A major factor accounting for Teacher Corps success at Central State is that it has simply been around for a long time. Also, with a 5-year program, there is a much greater possibility of making constructive change and having it become institutionalized. They have been in the business long enough to establish an old boy network so that things can get done all over the state, not just here at the IHE."

The Teacher Corps director himself said:

> A lot of efforts just did not come off. We have been fortunate, however, to have continuous funding over a long period. Our good program ideas did not die. They got retitled and funded one more time. For example, the notion of portal schools vanished without a trace during seventh cycle, but here we go again on a professional staff development center. The consortium for teacher education slipped away, but we do have in place the professional education advisory committee to the school of education, and we could give many other examples.

Quality and Style of Leadership

Directly related to the continuity of program and leadership are the quality and style of the leadership that has characterized the Teacher Corps project. In all of the successful Teacher Corps projects we have observed, quality and style of leadership have been central and critical factors. However, in nearly all of these programs that leadership has been systematically distributed across the various participating institutions: the dean of the school of education, the Teacher Corps director, the teachers, and the superintendent of the collaborating school district, various other members of the Teacher Corps staff, and involved faculty. Only in Central State do we find the program's success, if the overwhelming majority of our informants are to be believed, so heavily dependent on the idiosyncratic presence of a single key individual--in this case, the project director since Cycle 7. This observation is not meant to play down the importance of a talented and loyal staff; rather, in this case, it points out that it was the project director who recruited that staff and who inspired their commitment and loyalty. Various individuals and role incumbents were mentioned now and again as contributing to Teacher Corps' success in the Spruceville School District, namely, the superintendent, the team leader, and especially the Teacher Corps staff coordinator. But overwhelmingly, and almost without exception, every one of our informants pointed to the Teacher Corps director's creative and imaginative style as the key component of the success of the program. In fact, this was so much the case that many of our informants expressed the fear that the program was so dependent on the intellectual talents and human relations skills of the Teacher Corps director that, when Teacher Corps money was gone or he retired (which was not far off), his absence would greatly hinder the possibilities for institutionalization. Whether or not this is so is difficult to predict at this point. It is, however, noteworthy that the university is paying half of the director's salary now out of regular budget, and from what we have been able to learn, intends to continue at least half of his salary to do the kinds of things he has been doing for Teacher Corps after the Teacher Corps grant expires.

One comment that was made so often that it can be said to characterize the feelings of nearly all of our respondents is, "It is very hard to separate the influence of Teacher Corps from the influence of the project director." One faculty respondent said that the project director is the key to Teacher Corps' success at Central State. "He has vision and does his homework. He has good public relations with both the state and public schools." One of the Teacher Corps staff members said that the director "is critical to the introduction and survival of change here at Central State. I believe that his outlook is far less parochial than previous Teacher Corps directors at the university. He reaches out to try things considered radical by the rest of the faculty." Another member of the IHE faculty said, "The dean is very supportive of the Teacher Corps program, and the program as a whole is highly thought of by Teacher Corps Washington." It was his opinion that the director "is considered to be Teacher Corps Washington's fair-haired boy. He is also highly thought of in the department of education and in the university at large, and he knows how to work with the system and has successfully co-opted a very loyal group around him." The past department chairman of the department of education said this about the Teacher Corps director:

> An important factor in Teacher Corps's success has been the director's ability in conceiving models which can be communicated to teachers and to the community as well as to the IHE faculty in an enthusiastic, unthreatening way. They tend to say to themselves, "Why didn't I think of that before?" He has great creativity in conceiving models that excite even other professionals. Moreover, he is able to communicate those views to the right people in the right way so that they go away impressed with what a good program it is (without necessarily having any empirical evidence to that effect). In short, he is an example of extremely good educational salesmanship.

An administrator at the IHE said that the main factor that accounted for Teacher Corps' success, in his view, was that the "Teacher Corps director himself is very good. He's not threatening. He knows colleges very well and this one in particular, and he knows public schools. He was once chairman of the education department himself. He has a very comfortable style of leadership, unobtrusive but effective." The acting dean for the past year said, "I believe that one of the important reasons for Teacher Corps' success here at the IHE is [the director's] easygoing open attitude. He permits creativity to happen. A great deal of success in the LEA is due to his willingness and ability to let go, to not feel that he has to have his fingers on it every step of the way." Another IHE informant described the Teacher Corps director as "a mole--he bores from within. He has great influence with the state department of education and professional organizations and state agencies. Moreover, he's gotten Teacher Corps to a point so that it might be able to run without him, which is a step toward institutionalization." An IHE administrator gave as one of the important reasons for Teacher Corps' success the director's skill as an entrepreneur. "He's brought important conferences into the university. He has influence well outside of the university region and has extended Central State's influence in education, not only throughout the state but outside of the state as well." He further stated that the director was very good at infiltrating all kinds of agencies within the state department of education and within the state as a whole. Several faculty members expressed the feeling that Teacher Corps is "just sort of a good thing that's there, but overall it was [the director's] creativity and ability that made it go." One of the faculty members who had worked closely with Teacher Corps said:

> [the director] was well thought of around Central State University for years and was known as a person who knew how to get things done; and as chairman of the department of education and later Teacher Corps director, he has been able to co-opt the necessary people to get the project moving. Furthermore, his outlook is less parochial, more gestalt, including a state, regional, and national point of view. His outlook is the paramount force that drives Teacher Corps.

One of our informants at the LEA said:

> In Cycle 7 the main influence in keeping Teacher Corps going at Central State has been [the director]. He wanted to use it as a way of experimenting with new ideas. He is one of the best brains in the business for getting teachers to begin their education properly and to continue it on into their regular careers.

A number of other informants, however, pointed to factors other than simply the charismatic character of the director. One pointed out that it was very important that the director happened to be a senior, tenured member of the faculty and quite respected within and outside the school of education.

Another pointed out that "The faculty people who were involved with initiating Teacher Corps programs were generally respected and responsible members of the faculty and were enthusiastic in a quiet, not overly gung-ho sort of way." Several of our informants also felt that the team leader had been an extremely good on-site manager and was, to a large extent, responsible for the success of the program in the school district. In addition, the staff coordinator, who had been with the program ever since Cycle 7, is credited with being a very strong influence on the success of the program. Several informants characterized her as being the director's executive officer, without whom his creativity could never have been implemented. One staff member said, "She has a good ear. She knows how to listen, and she senses where the power lies We would be dead without her. She makes it possible for [the director] to create." Another said, "She plays the role of expediter, of getting things together, of getting things done that needed to be done so that [the director] would be free for his creative work." The general feeling was that the project director is "a creative visionary while the staff coordinator introduces a hard edge of day-to-day administration and is able to persuade the people in the school district that everything is actually going to work out in the long run."

Administrative Support

Another key factor for the success that Teacher Corps has had appears to be that it generally enjoys a good reputation throughout the university and has the support of higher administration, within both the school of education and the university. For example, a large number of respondents said that the dean was highly supportive of the Teacher Corps project, primarily because he saw Teacher Corps as the central and most important vehicle for helping him to bring about the changes necessary to meet the new state certification standards. The new incoming chairman of the department of education said that he had had very little relationship with Teacher Corps before he assumed his new position. He knew that Teacher Corps was there and was generally vaguely favorably inclined, but he was very insulated from it. However, he felt that the Teacher Corps staff had done a good job in keeping him advised on what they were doing since he has become department chairman. "I am quite overloaded in this new job, and my contact with Teacher Corps has been mainly budgetary and staffing rather than programmatic, but I am highly supportive of what they are trying to do." Another respondent on the university administration said, "Teacher Corps is thought of as an integral part of the school of education, even though their work is mostly off campus. I feel that there is very good rapport, due to the support of the university administration as well as between the department of education's chairman and Teacher Corps. By and large, the program is seen as an overall benefit to the university."

A faculty member said:

> I feel that another reason for the success of Teacher Corps here at the school of education is that the university has alumni in high positions in the state superintendent's office, and this has made it easier for Teacher Corps to get things accepted. It is very difficult to try the same kinds of things in a new university. The point is that this university has contacts in the field, and this facilitates the Teacher Corps program. These people in high positions outside of the university have tended to be very supportive of the Teacher Corps director.

When we spoke to the academic dean, he said that higher administration within the university tends to be very supportive of the Teacher Corps program. He stated at the outset that "The director and the Teacher Corps program enjoy an excellent reputation within the university as a whole and are viewed as quite successful by people outside the school of education." From his own standpoint, the program works very well; therefore, there is no substantial question regarding its quality. Consequently, he is not obligated to pay much attention to it. Most of the things he has to pay attention to are those that represent problems. Another administrator echoed the academic vice president, saying, "The Teacher Corps, in many ways, is not at all exciting, simply because it doesn't create problems. Thus there is more room for error, risk taking, at present, which is to say they have a cushion of trust or confidence which is built up for Teacher Corps among many of the critical organizations and role incumbents within the university organization."

In addition to the normal power structure, a number of our informants, including the dean, claimed that one of the reasons Teacher Corps has been so successful in getting changes through is that they have been very intelligent in involving many of the informal power brokers of the department of education in Teacher Corps programs at one time or another. Overall, we get the picture of a program that has won, over time, firm support among the university administration and the school of education's formal and informal power structure. This could be a result of intelligent co-optation and public relations but could also, to a very large extent, be due to the solid successes that the program has shown in the school district as well as within the school of education.

Another IHE administrator said that "Teacher Corps has had very few, if any, conflicts with the university, with the comptrollers, etc. Both the bureau of contracts and the graduate dean have taken intimate interest in Teacher Corps, and this has been one of the reasons for its success." One of the members of the Teacher Corps staff believed that they had enjoyed a great deal of passive support by both administration and faculty members over the years--that perhaps the relationship between the Teacher Corps project and the department of education as a whole could be characterized as being one of benign neglect. One of the university administrators said that in his opinion Teacher Corps had received the support that it had from the university administration largely because of the success that the university had enjoyed with other federal projects. He named, in particular, the relatively positive experience the university had had in the past with Upward Bound and said that this had prepared the way for the acceptance of Teacher Corps.

Favorable External Conditions

The congruence of external pressures with Teacher Corps' programmatic goals. It became apparent after our two site visits that in many ways the Teacher Corps program at Central State could be said to be the right program at the right time: there were external contextual factors that tended to be supportive of a number of the innovations initiated by the project. Moreover, the Teacher Corps leadership was astute enough to realize this fact and to take advantage of it at an early stage. For example, the graduate dean said, "I feel one of the primary reasons for Teacher Corps' success is that it is a very timely program. It's very timely with respect to the new state guidelines, a happy accident of timing." This point was made probably a dozen times during our two visits. Another informant said, "New state requirements call for a new and increased emphasis on multicultural education. This happens to coincide with Teacher Corps' program goals, and it will help assure that they will be institutionalized both in the school district and particularly at the IHE." Another IHE informant said, "Since the major thrusts of Teacher Corps Program 78 are congruent with the new state standards, it will probably be institutionalized because they are mandated by the state."

Another informant said, "The university is receiving increased pressure in the direction of inservice education and for local school districts to design their own inservice education. This consequence of new state certification requirements coincides very nicely with what Teacher Corps is trying to do." Still another informant at the LEA level said that the fact that the new state requirements called for collaboration of the school of education, the state teachers' association, and the community in designing teacher education programs would act to reenforce the very thing that Teacher Corps was trying to accomplish. It is hard to say whether it is just a happy accident of timing that Teacher Corps' interests and pressures from outside happened to be working in the same direction or whether Teacher Corps leadership was sufficiently astute and sensitive to the winds of change that it was able, at an early stage, to hitch its wagon to the star of the state requirements. Probably the answer is that both factors are responsible for this Teacher Corps project's relative success.

Congruence with Goals of the IHE

Teacher Corps serves as a vehicle for achieving stated institutional goals of the university and the school of education. There was the frequently expressed opinion among many of our informants, on both the university administration and the school of education faculty, that Teacher Corps' goals were congruent in a number of ways with the directions that the university and the dean were already trying to move the university and the school of education. Thus, they have increasingly seen Teacher Corps as a vehicle for realizing these aims. The dean said, "One of the big needs within the school of education is for faculty development. This is an important role that Teacher Corps can play. It can develop models for working in the schools, and the Spruceville School District is an excellent example of this." The new chairman of the department of education said that "Teacher Corps provides both a model and a vehicle for realizing many of the goals which I have for the department." The academic vice president of the university believed that one important reason for Teacher Corps' success at Central State was that Teacher Corps goals were consistent with the IHE's and the community's needs, and that Central State's school of education would be doing very much the same thing at a very reduced level of intensity if Teacher Corps were not there. As an example, he said that he considered faculty development a very high priority and that Teacher Corps played a major role in supporting staff development at the school of education. "Teacher-Corps-connected faculty go out into the schools and community, often for the first time in 10 years, and this is consistent with what we believe faculty development should accomplish for the school of education."

Another member of the senior administration of the university said that "the Teacher Corps grant has been extremely important to the university. It is certainly the most important training grant at present." Particularly, he felt that it was the best integrated training grant the university had. "Moreover, it has been around so long it seems almost institutionalized already." He went on to comment that the role of soft money within the university should be thought out in a hard-headed way. He said that he looks for soft money to provide training, not just to add to university faculty, and feels that the problem for university management in the '80s and '90s will be the development of present faculty and the provision for breathing space in which to establish new priorities. In his view, soft money is opportunity money for improvement and revitalization of existing faculty, and Teacher Corps in particular has been congruent with this aim.

Another informant on the faculty of education said, "It is more complex than to say simply that Teacher Corps' and the university's goals are congruent; therefore, Teacher Corps innovations may last. Remember that Teacher Corps has been here for a long time, and has been influencing the university subtly for some years. Consequently, it is hard to distinguish where Teacher Corps influence starts and stops within the university." Nevertheless, it is clear at present that there is a congruence of interest, whether or not these ideas originally came from Teacher Corps or elsewhere.

Institutional Personality of the IHE

Another factor that appears to facilitate institutionalization at Central State is the institutional personality with respect to the reward structure. The Teacher Corps director characterized the institutional personality of Central State as follows:

(1) It has relatively low minority representation.

(2) There are few conflicting grants.

(3) It is a service-oriented, not research-oriented, institution. The reward structure therefore is more favorable toward Teacher Corps participation than those in many other schools of education.

Another member of the IHE faculty described Central State's school of education as being very service oriented and willing to be regularly involved with the public, even without Teacher Corps. He felt that this was especially true for the departments of elementary education, secondary education, special education, and educational administration. Educational foundations has done the least outreach within the school.

Another faculty member said that Central State reflects its normal-school origins, that it is highly service oriented, and that this orientation is consistent with Teacher Corps' aims and values. He felt, however, that this could shift as the emphasis shifts toward research and publication.

The outgoing chairman of the department of education said that the school of education is not research oriented but rather comes from a tradition of normal schools. It is service and teaching oriented and has a good reputation for producing good teachers throughout the region. It tends to be applied rather than theoretical. It sees itself as a professional rather than a disciplined science. Thus, he saw Teacher Corps as possessing relative congruence with the current reward structure of the school of education. There was, however, some divergence of opinion on this point. One individual felt that it was just this factor that could be troublesome--that is, that the university might often resist Teacher Corps simply as one more evidence of "nonrigorous applied stuff," something the university is trying to move away from. Another younger member of the faculty said that participation with Teacher Corps would be of questionable career value unless Teacher Corps could begin to recruit some of the prestigious senior faculty to participate in the school districts. As long as it was only the young faculty members, there would be very little career prestige involved. However, one evidence that Teacher Corps participation is consistent with the reward structure of the university is that the one junior faculty member who served as a faculty intern last year was promoted and tenured subsequent to that participation.

Supportive Relationships

One of the reasons frequently given by our informants for Teacher Corps' success in the collaborating school district is the uniquely cordial relationship that Teacher Corps has achieved with the superintendent and with the state teachers' association. One informant in the LEA said that Teacher Corps has acquired such good relations with the teachers' association and the teacher centers that this has helped smooth the way for many of the things that Teacher Corps is trying to do in the district. Another informant said:

> Another important factor in Teacher Corps' success at Spruceville is the strong support of the superintendent of schools. He is a leader who can provide direction while at the same time standing in the background. He is also receptive, and has been all along, to the steering committee's input as well as to the community council. He has been interested in and supportive of Teacher Corps all along. Also, since he has served as an adjunct professor at the school of education, he has influence at the IHE as well.

According to the dean, the superintendent is an excellent educational leader and would be a tower of strength in establishing the professional development center for which Teacher Corps has hopes in the district.

Another LEA informant said, "The Teacher Corps project here in Spruceville has tended to work because teachers have, from the beginning, been involved in the decision making. They think of themselves as part of Teacher Corps, not just Teacher Corps coming and doing something to them." Also, according to several informants in the school district, a good part of Teacher Corps' excellent reputation in the district has come about because it has kept its promises--that is it has never promised more than it has been able to deliver in a reasonable time. In fact, the Teacher Corps director told us later that he felt that this was one of the most important tactics in building trust between IHE and LEA.

A further factor that has helped build credibility for the Teacher Corps project, at both the IHE and the LEA, has been what most informants consider to be a very high quality internship program. The LEA teachers, principals, and superintendent have all been very positively affected by the high quality of the work that the interns have done in the school district and by the team leader's management of them. One teacher said, "In the beginning I had doubts about whether I would like another federal project coming in and telling me how to do things, but the Teacher Corps interns really turned me around. They have been a committed, intelligent group of young people." It would appear that several of them will have the opportunity to go to work full-time for the school district on the completion of their program. At the IHE level, several of the university administrators who initially resisted the compromises with normal admissions procedures later said that, although about 40% of the

Teacher Corps internship candidates had been admitted under some compromise with the university or school admission rules and regulations, their subsequent records had been excellent. The placement of the interns has been so good that reservations have largely disappeared now. The Teacher Corps director felt that the quality of the interns in the internship program had certainly helped facilitate more flexibility with the university's admissions procedures.

Faculty Involvement

One of the factors about which there is some difference of opinion among our informants is that of faculty involvement in the Teacher Corps project. Several of our informants felt that the faculty had not been widely enough touched by Teacher Corps. One stated that, even though the Teacher Corps director has, on a number of occasions, tried to explain Teacher Corps' role and its successes and failures within the school of education and most faculty are aware of Teacher Corps, relatively few are centrally involved. Another school of education faculty member felt that relatively few people were committed to Teacher Corps in prior years, but he believed that this may be changing now. Heretofore, only those whose time was actually purchased by Teacher Corps felt involved. Now, however, he believed, more faculty are being involved at the committee level. An IHE faculty member said that he did not feel that there were any coherent centers of resistance to Teacher Corps anywhere in the school of education; however, some faculty members were indifferent because Teacher Corps had not touched them and their particular interests, and therefore they simply haven't been involved.

When we asked the Teacher Corps director how many faculty had been involved with Teacher Corps in the last several years, he estimated that 15 had been involved with designing and teaching minicourses. There had been six faculty interns. The first planning year of Program 78, there had been seven in the planning task force and eight faculty members, overall, involved. Currently, he said there were four IHE faculty involved in the local school district, as well as three administration people. However, he went on to point out that it was not his strategy simply to try to involve the maximum number of people. The real question was not how many people were involved but which people--what kind of people. He said that he had tried always to use regular faculty part-time so that their influence would last. He also said that he tried to involve faculty members with high visibility and prestige in the school district and, throughout, has tended toward recruiting people who are either tenured or on tenure track because he felt that this would, in the long run, facilitate institutionalization.

The graduate dean felt that part of Teacher Corps' success at Central State was due to the fact that the Teacher Corps director did not dragoon people into participating. He used the best people, not the worst. The director felt that it was important to select the strategy of sending their winners out to the field, not their losers. In an exit interview with the Teacher Corps director, he commented that, at best, he would want only about one-third of the school of education faculty involved in outreach types of programs because only about that many were good at that sort of thing. Moreover, he believed that there was no market for any more. So, realistically, he believed that his goal should not be to try to change faculty attitudes but rather to involve already-motivated faculty and increase their effectiveness. He felt that, in the process of trying to build trust with the LEA and the community, you don't want to involve too many people who are not first rate.

In summary, the debate seems to revolve around the question of whether the central thrust is to bring about change in the IHE or change in the school district. It appears that this Teacher Corps project has taken the view that the central thrust should be to bring about change in the LEA. Thus they have selected a strategy of faculty involvement that recruits mainly those people who are already motivated and skillful in outreach types of activities. Had their primary purpose been to bring about lasting change in the IHE, the recruitment strategy might have been different.

Early Planning for Institutionalization

One factor which we predict will greatly enhance the possibility of institutionalization in this project is the fact that the people involved in the project, not only the project staff, have begun very early to think about and plan ways to maintain the activity after the Teacher Corps soft money funding is gone. Many faculty members we talked to expressed the feeling that, over the years, Teacher Corps has become a part of the school of education just like any other department, but they all had questions about what will happen when the source of soft money dries up. It is clear, however, that the Teacher Corps staff, as well as their collaborating counterparts in the LEA, have been giving this problem considerable thought ever since the planning year. The superintendent of the collaborating school district has already put soft money under a number of Teacher-Corps-initiated programs and innovations and has plans for picking up even more of these programs from the regular district budget as well as for institutionalizing the community council by the time Teacher Corps funds are terminated.

Also, at the IHE level, it is clear that the people involved in Teacher Corps programs are thinking seriously about alternative means of funding those programs after 1983. The vice president for academic affairs said that, although he likes to use soft money to start a new program--that is, to provide initial development costs--he insists that there must be institutional commitment to pick it up and institutionalize it when the money is gone. He believed that this is the most rational approach to the use of soft money within the university, and that this is how Teacher Corps funding has been used. What has worked will be supported on permanent budget; what hasn't will be dropped. An example of this forward thinking is the fact that next year (1982) Teacher Corps will try to work out their staff development center at Spruceville. With some luck, they hope to place enough student teachers to establish a base and provide funding to bring faculty down from the university to Spruceville. This is one of the ways that the staff development center and continuing university/LEA collaboration could be retained after Teacher Corps money is gone.

The Teacher Corps director said that they were currently working on an interview questionnaire for all important groups within the Teacher Corps program--teachers, community council members, interns, and so forth. This questionnaire will serve as an instrument describing people's perceptions about the program and serve as a basis for change in the program in its fourth year, as well as for the continuation of a professional education center within Spruceville after the Teacher Corps funding runs out. There were also suggestions for how to continue the faculty internship program after the money ran out. One of the faculty members, who had served as an intern himself, proposed a sabbatical program as a means of continuing the internship in the schools. He felt that merit steps could be awarded to faculty interns as motivators, or another inducement might be uneven course loads with reduced teaching loads. He believed that, with these kinds of approaches to financing Teacher Corps programs, there was a good chance that they would last. The Teacher Corps director commented that part of his position was already institutionalized in that he was serving full-time on the Teacher Corps project while only on half-time Teacher Corps dollars, because the school of education was paying half of his salary. This is one strong indication of institutionalization--that hard money was being used to support him half-time on Teacher Corps project work. Moreover, there seemed to be a strong possibility that the university would continue to support this faculty member to do Teacher Corps kinds of projects even after Teacher Corps money is gone.

Overall, there were strong hopes and plans by Teacher Corps for continuing to work toward development of better-designed inservice education programs that could be paid for by the generation of student credit to replace disappearing Teacher Corps dollars. In an exit interview, the Teacher Corps director said that, "at the IHE level, Teacher Corps would now like to work on combining things and thus strengthening and increasing their chances of institutionalization." The documenter's major responsibility through the summer is to develop dissemination materials, in the form of a brochure including the main ideas and information of where to go from here. It will include a great deal of descriptive information relative to alternative approaches to dissemination. It will also include process description because the Teacher Corps staff are of the opinion that the process is working even in those cases where they have some questions about the content. However, they now see their potential dissemination effort as more effective if they work through state organizations and agencies rather than as a strictly Teacher Corps operation--that is, they feel that, if they are seen as part of the state's endeavor as a whole, this will be beneficial. The Teacher Corps director feels that they are going to continue their outreach types of activities, and given the block grant situation ushered in by the Reagan administration, they will have to do so as part of the state program anyway. In short, the planning at this stage by Teacher Corps is toward the pyramiding of activities so that they are mutually supporting and then toward disseminating outward to other school districts in the state and to other state agencies.

Learning from Experience

One aspect of the Teacher Corps program at Central State which seems to be important is a combination of two factors: the length of time Teacher Corps has worked at Central State, the changes in the current Teacher Corps Rules and Regulations. The first has to do with the fact that, over the years, Teacher Corps at Central State has learned a great deal about how to bring about change and how to get it into the bloodstream of the regular teacher training program at the school of education. They have learned from their past mistakes and have tried varieties of approaches to introducing change. They have, by their own admission, learned a great deal about how to use community resources more effectively and how to gain the trust of community and school district participants. Thus, the Teacher Corps staff members seemed to feel that they were already halfway toward effective institutionalization of change by the time Program 78 came along.

However, there is also the second factor: that the Teacher Corps Rules and Regulations changed markedly between the early cycles and Program 78. Most of the people associated with Teacher Corps, as well as other faculty observers, felt that the early cycles were disappointing. Some even described them as disastrous. Many informants felt that the reason was that the change strategy inherent in those early cycles utilized large internship programs as change agents in the community. This produced a situation at Central State where many central city youth were introduced into small, semirural communities--with disastrous results. As we mentioned earlier, Teacher Corps was asked to leave four of the districts in which it has worked over the years. Furthermore, the dean felt that the early 2-year cycles were disappointing for the most part, primarily because of the fact that they did not allow sufficient time for institutionalization, and did not provide any real incentive for the IHE. They provided for the training of interns and a certain minimal amount of staff development at the LEA level but no staff development for the IHE. Consequently, it is not surprising that these early cycles produced very little in the way of institutionalization at the IHE level. However, the present 5-year program--benefiting from the lessons of previous experience--meets the IHE's needs in a number of ways. It provides time for the change to take place within a university organization notably reluctant to accept new ideas and new ways of doing things. It also places more emphasis on staff development, both at the LEA and the IHE. Consequently, it is our observation that these two factors--the length of time Teacher Corps has been working in Central State and the new Rules and Regulations, combined--greatly increase the likelihood that Teacher-Corps-initiated changes will become part of the regular program of the school of education.

Factors That May Inhibit Institutionalization at the IHE

Funding

The overriding obstacle to institutionalization, according to nearly all of our informants, will be the difficulty of maintaining the requisite level of funding once the Teacher Corps dollars are gone. One of our informants on the university administration said, "There is a relatively powerful inertia which works against institutionalization of anything, especially involving work off campus. One aspect of this inertia is simply the lack of money after Teacher Corps is gone to continue even the very good ideas." One of the members of the department of education faculty said, "I do not believe that the Teacher Corps model is realistic since Central State will not have the money once Teacher Corps is gone." The dean said that at one point he felt there was a reasonably good chance that the state would pay some of the costs of continuing the faculty internship program, but that a local catastrophe is going to cost the state so much money that it now appears there will be little available for such projects. He also believed that the reduction in the number of teachers in the state will limit money that might otherwise have been available in education to continue some of the Teacher-Corps-initiated innovations.

For the Teacher Corps director, one of the central points of frustration is that there is no legal way to use state money for the faculty services necessary to accomplish Teacher Corps' most important function: designing inservice programs that bring together the university's resources to work with teachers in school districts to solve the learning problems directly related to children. He believed that, in the long run, it will be necessary to lobby at the state level in order to achieve this major goal. Another member of the IHE faculty said that it was particularly important that they try to bring about lasting attitude change among the faculty. Since Central State will continue to want to be involved with many activities and will not be able to fund them, they will support faculty development but at a much reduced scale. "Thus it is important that the faculty institutionalize positive attitudes regarding such collaboration."

According to nearly all of our informants, the major problem will be whether or not inservice education courses can be made to generate student credit hours and therefore the resources to pay for the program. There were various views on this, but quite a number of people felt that it is difficult to set up a contract with the school district in such a way that this can happen. If the school district cannot generate dollars that would release faculty, it will be difficult to plan ahead.

There remains the crucial question of where the money comes from once Teacher Corps funds are not forthcoming. A faculty member believed that the school of education was trying to look for alternatives to continue the Spruceville relationship after Teacher Corps money is gone, but that there was no feasible solution in sight at the moment. Moreover, they are encountering great competition for the inservice education credit hours. There are a number of private institutions that are offering inservice education at a lower rate; at the same time, Central State is not allowed to work outside its own region.

Finally, Teacher Corps staff felt that the reduction in their funding had been very disappointing. They have not yet figured out how they are going to live with it. Moreover, now that the fifth year has been cut out altogether, it will be even more difficult to make programs self-sustaining by the time the funding runs out.

Bureaucratic Rigidity

Quite a number of our informants, both on the IHE faculty and in the LEA, felt that one of the most serious deterrents to institutionalization at the IHE would be the rigidity of university bureaucracy. Quite a few of our informants at the IHE, in the course of our two site visits, indicated that, although Teacher Corps is well thought of and accepted within the department of education, the university administration has problems with its unconventionality. One administrator said that, from the standpoint of a university administrator, the Teacher Corps programs are fiscally looser than most externally funded programs and therefore much more likely to come into conflict with university administrative procedures. The past chairman of the department of education said:

> Part of the institutional inertia is due to the resistance of university administration in approving "odd" kinds of minicourses, the kinds that Teacher Corps introduces. The graduate school has been resistant to Teacher Corps in a couple of ways: first, the typical kinds of institutional resistance to innovation that

> characterize nearly all bureaucracy and, second, due to unperceptive and insensitive attempts by Teacher Corps to facilitate change clumsily--for example, an attempt to push through interns for degree requirements hurriedly without touching base with the people who were traditionally involved. This has caused some resentment and resistance. Sometimes we want a program to succeed so badly that we unwisely attempt to compromise with the standards and with a more conservative interpretation of "rigor." Then, later, we pay for it due to resistance by academic vice presidents or graduate deans, and so forth.

The Teacher Corps director felt that one of the main sources of frustration in attempting to achieve Teacher Corps goals was that the very nature of university bureaucrats and their role of carrying out regulations and instructions were contrary to Teacher Corps' goals and interests, particularly the certificate office, graduate office, registrar's office, and continuing education office--that in order for Teacher Corps to accomplish its goals, it, by definition, must make life difficult for the bureaucrat because it requires him to make exceptions to standard procedures. The graduate dean later admitted that the teacher curriculum coordinating committee might be the most formidable gatekeeper in the university in terms of what gets built into the regular teacher training program at the university. Also, "the certification office, the graduate office, the registrar's office, and the departmental office are all trying to maintain the present system, and it is a task of considerable magnitude to break this down." In our interviews we found that the registrar and other people in the administration building--those charged with trying to keep routine requirements in order--frequently expressed the following view: "That goddamned Teacher Corps is always doing things that make us get out of our routine." Moreover, members of the central administration, including the registrar and the comptroller, when questioned, said, "Teacher Corps--oh my God, what are we going to have to bail them out of this time?" Nevertheless, although the traditional forces of university administration seem to be formidable, the overall evidence suggests that Teacher Corps has gone a long way in introducing more tolerance and flexibility with respect to somewhat unconventional Teacher Corps types of programs.

Teacher Corps Project Leadership Style

Although the overwhelming evidence is that the project's leadership has been one of its most outstanding points, as we have seen above, there is some evidence from far fewer informants that the project's leadership style has produced some friction and resistance among some members of the faculty and the university administration. One faculty member, who is in fact quite supportive of the Teacher Corps program, said that the director's "free-swinging creative style gets things done but may, in the long run, inhibit change that lasts in that it creates friction with the administration power brokers in the university." Another faculty member said, "The director has clout with both the formal and the informal power structure within the school of education but also has made some enemies in both as well." One faculty member said that "one strike against Teacher Corps is the fact that the director was at one time chairman of the education department and, in the process, made some important enemies as well as a great number of friends, and this has made it more difficult to implement Teacher Corps on campus--that is, within the IHE. Most of his successes have been off campus in the LEA and the community." Another faculty informant commented that "Teacher Corps needs to be more sensitive to the informal power structure when it attempts to act as a change agent. They have frequently caused some resentment by presenting the informal power structure with a fait accompli."

Thus, while the Teacher Corps project's leadership appears to be one of its strongest qualities, it has suffered the resistance and resentment that are typical of attempts to introduce an imaginative and unconventional type of approach.

Conflicting Philosophies

One factor for which we found only scanty documentation, yet which is worth mentioning since it may act to inhibit successful institutionalization by Teacher Corps, is a basic philosophical conflict between Teacher Corps and the university administration. One of our informants told us that "within the department as well as with the university administration as a whole, there have been some conflicts with Teacher Corps over certification for courses. In other words, there has been a conflict of philosophy regarding standards. As an example, the special education section has insisted on its students meeting the same university standards while Teacher Corps is continually pushing for more relaxed standards." The past education department chairman said that "The university might be resisting Teacher Corps simply as one more evidence of nonrigorous applied stuff." Several other informants indicated that they felt that the university administration worried about the fact that Teacher Corps was bringing nonuniversity elements into decision-making capacities with respect to university programs, and this would lower the standards of the university.

Conflicting Criteria

The Teacher Corps director indicated that one of his frustrations in attempting to introduce lasting change was the fact that

> Every constituency involved in Teacher Corps has a different criterion for "keeping score." At the university level, for example, the first criterion is cost, while with the teacher constituency, the criterion is collaboration. With the school administrator, his criterion is his own control of the final decision--that is, the power to veto the program. My major frustration is the difficulty of trying to orchestrate these different and often conflicting sets of criteria.

Another conflict in criteria was reflected by another member of the IHE faculty who had worked with Teacher Corps. He said that there tends to be a basic incongruence between what Teacher Corps wants and what the school districts need. For example, he stated in an interview that what troubles him is "that Teacher Corps starts from the wrong end--that instead of beginning with the children's needs, it starts with what the teachers believe to be their own needs, and that these two are not necessarily highly correlated." He further indicated that the main aim of educational reform should be to improve the learning opportunities for children and that Teacher Corps, in his judgment, short-circuits that goal by making the training of teachers its main aim, frequently without linking that training to the educational needs of the children.

The IHE Reward Structure

Contrary to the more dominant line of reasoning discussed earlier, there are a number of faculty members who believe that the reward structure at the IHE is incongruent with participation by faculty members in service delivery and thus will inhibit long-term institutionalization of these kinds of activities. One IHE faculty member, who has served as acting dean and has been quite close to Teacher Corps, said, "Central State exercises the same rigid reward structure as schools such as Stanford"--that is, it does not reward Teacher Corps types of involvement or other kinds of community participation, but rather it rewards traditional professional activities such as publication of research and teaching. Another faculty member close to Teacher Corps felt that the department of education "encouraged participation in Teacher Corps kinds of things but offered no tangible rewards, and this is because the reward structure is still very much tied to research and publication." A younger, untenured IHE faculty member told us that he felt that many of the younger faculty members were not participating as actively in Teacher Corps because they do not see Teacher Corps as conducive to research. By and large, it does not facilitate their own career interests to spend a very large part of their time involved in nonrewarding types of service activities. Thus it can be seen that there is some debate as to whether the reward structure at the IHE facilitates or inhibits the possibility for institutionalizing Teacher Corps kinds of activities.

External Factors

There are important external factors operating within the state that may inhibit the institutionalization of Teacher Corps activities. The past chairman of the department of education questioned how much persistence there will be regarding Teacher-Corps-initiated changes after the money is gone. He felt that environmental factors relative to teacher education in the state might very well dampen the effect Teacher Corps might have. "The council on postsecondary education is making proposals for streamlining and regionalizing teacher education, and this may dampen Teacher Corps." He believed that these are turf battles that can only hurt the institutionalization of the kinds of change that Teacher Corps is promoting. In his view, it is extremely hard to design a program, no matter how good, that can sustain itself once the money is gone. He felt that the Teacher Corps director had done a great deal in the direction of achieving institutionalization of Teacher Corps' goals, but he questioned how much will last after the Teacher Corps money is gone. He himself believed that much of the future failure to institutionalize will be due to external changes and pressures--that is, economic and political factors within the state--over which Teacher Corps has no control.

The present chairman of the department of education echoed and expanded on these concerns by saying that "Higher education is truly going through the wringer at Central State" and that the education department would be the hardest hit. The council on postsecondary education (a state agency) conducted a major study, which resulted in a regionalization bill that has seriously limited the area within which Central State can work. This restriction resulted in lower FTE (student credit hours) and therefore less funding for faculty, etc. In his opinion, this has resulted in what he refers to as a "siege mentality," which is not a positive environment for experimental and innovative programs like Teacher Corps. "They need relative security and willingness to take risk. This trouble started in 1974 and is going to get worse for the school of education." The chairman continued, "The council on postsecondary education is scheduled to meet tomorrow. [This was in May 1981.] Many of the lay members of that council are on record as being unhappy with the state of teacher education in the state." The council, he believed, would recommend that all teacher education institutions be subject to scrutiny. "They want performance testing of teachers to be initiated in the state, and they have indicated their desire to close one or more education departments within the state."

Thus, according to these informants, it appears that the overall external environment in the state is not favorable to innovative, high-risk programs like Teacher Corps and that, from their perspective, no matter how well Teacher Corps operates inside the university or the LEA, forces over which Central State and Teacher Corps have no control will have a devastating impact on such programs. The department chairman went on to say that the last session of the state legislature had passed a bill to raise tuition and increased out-of-state tuition to $115 per credit unit. This will be devastating to the school of education since 40% to 50% of their graduate students have been Canadian. The graduate program will be hit especially hard. The estimate is that within 18 months two or three full-time equivalent faculty positions will be under attack. In addition, he felt that the overall decline of department of education enrollment will act against the institutionalization of new programs and that even the increased inservice involvement that Teacher Corps is promoting will not be enough to offset this. One of the reasons for this, he believed, is that there is increasingly strong competition for inservice student credit hours. Central State University requires 10 contact hours with students for each credit, but the competition is not bound by this rigorous requirement; thus, it is difficult for Central State to compete. Furthermore, the regional restrictions, which limit the range of operation of any state university, may interfere with the institutionalization of projects that might overlap with the jurisdictions of other regional colleges or universities, particularly private institutions.

Faculty Involvement

There are several factors related to faculty involvement that could also serve to hinder future institutionalization at the IHE. The first of these has to do with a feeling expressed by several of our informants that Teacher Corps has not adequately kept those members of the faculty who are not immediately involved in Teacher Corps informed of Teacher Corps activities. The graduate dean said that "there is a need to see much more of the Teacher Corps interns on campus. There is also a need to see more presentations by the Teacher Corps staff, more seminars on program directions and on faculty development." Another faculty member, who had served as a faculty intern, said that, in her opinion, "Education department faculty who have been paid by Teacher Corps are aware of it, but the others either aren't aware of it or they don't know much about it or what it has done." Another faculty member felt that "There is pretty much widespread ignorance on the part of many faculty as to what Teacher Corps is doing, and Teacher Corps has not done the job of familiarizing them well enough. Moreover, the faculty will tend to continue in this state of ignorance until it needs something that Teacher Corps has or can do."

Another factor relating to faculty involvement is that there is some evidence of resentment due to Teacher Corps' apparent nonconformity and elite posture. One faculty informant indicated, "It is possible that some faculty members within the department of education might resent the fact that the Teacher Corps people seem to be able to get away with nonconformity while they themselves are required to go by the book." Another informant said, "A problem arises due to the fact that the people who bring in soft money, in this case Teacher Corps, tend to feel that they are some kind of elite and deserve special privilege. This, in turn, produces poor morale with the rest of the faculty. Much of this kind of resentment transfers to their attitude toward the project as a whole, and they tend to resist change proposed by the project."

Another aspect of faculty involvement is the perception by many of our informants that a large proportion of the faculty of the department of education is simply too independent, too entrepreneurial, to get enthusiastic over and co-opted by Teacher Corps types of activities. One of our informants said that one of the single most important factors that will affect acceptance of any new program is the fact that the faculty are now older and predominantly tenured and, perhaps as a consequence of this, far less dynamic than they used to be. Another informant felt that "By and large the department of education faculty are very independent, very autonomous. Everybody's doing their own thing, and many of them simply don't see the Teacher Corps project as relevant to them and their career interests." One faculty member felt that "individuals in Central State's school of education are not pulling together in the same direction. There is not much sharing or vision. It's very individualistic, and it's very difficult to pull independent old veterans from their established academic roles and into new, imaginative programs."

The department chairman noted that it is very difficult to motivate faculty to involve themselves in these kinds of staff development programs, given the prevailing negative climate outside the university. He also said that inflation is an important factor in deteriorating faculty morale and thus their willingness to take risks. "Innovation, in my opinion, needs a climate that is more positive and reenforcing. I feel that faculty retraining is vital, but the people who need it most are the least likely to be willing to change." Another faculty member, commenting on the orientation of the faculty of the school of education relative to research, said, "Publications, yes, but not action research. Overall, it is not a very experimental or action-oriented faculty." One informant said that he felt that far more younger faculty would get involved in Teacher Corps activities "if they could see that there were more opportunities to use it as a means of providing field-based research opportunities. The older faculty, on the other hand, don't seem to be overly enthusiastic about this kind of action research."

Finally, there is the fact that issues of faculty overload may interfere with future institutionalization. The director of off-campus education said, "The intense, day-to-day, short-term pressures on faculty members interfere with the time necessary for them to get together and plan for institutionalization. I feel that some individuals within the department resent very much the time they have to spend relative to Teacher Corps committees." Another IHE administrator said, "I think people simply do not like to manage detail and trivia, and the programs that Teacher Corps is pushing require a lot of work at this level."

Moreover, it may be a fact that most faculty are simply overloaded and don't want something new added to their load. One young faculty member said that serving as a faculty intern totally exhausted her. "There's no such thing as a half-time position. You end up working full-time on two different jobs. One half of one quarter is simply not sufficient time to meet my responsibilities in the LEA and do my research." She felt that the faculty internship was a big load on the faculty and was expensive, so that, unless some alternative strategies were used, it probably would not last after Teacher Corps money is gone.

Proximity of the IHE and LEA

One minor factor, but one that quite a number of our IHE faculty referred to, is the fact that they believed there would be a much better chance of institutionalizing the relationship between the university school of education and the collaborating school district if they could work with a school district that was located much closer to the university. Spruceville is a 100 mile-round trip, and many faculty members did not get involved because they did not have the time for that lengthy commute. Possibly partly in response to this common complaint, Teacher Corps has attempted to develop a relationship with the school district within which the university is located. However, according to several of our informants, including Teacher Corps staff, the Teacher Corps involvement in this school district has not taken so far. However, in our last site visit, we learned that Teacher Corps is continuing to attempt to apply inservice education models developed in Spruceville to the local school district and that, although progress has been halting, the effort is moving forward and Teacher Corps is still working in the community.

Overall, the Teacher Corps project director characterized the past year (1980-81) as very much smoother than the ones before. Because no new programs were started, it was a much more relaxed year. There were some minor crises associated with the Teacher Corps interns' graduation. All in all, however, the interns turned out to be very good. "Their field projects seemed to work to make a difference with the local school district even better than the project staff would initially have anticipated." The Teacher Corps staff felt that the year had been an integration year, that they were trying to pull things together in a better-integrated mutual support structure that would have a better chance of lasting when the federal dollars are gone. They also have been making plans to spell out the strategies for combining and strengthening their project activities. A committee has been formed for cooperation on Teacher Corps projects and teacher centers. There is also a network of seven agencies funded by Teacher Corps. The Teacher Corps project documenter wrote the paper on state networking and is the chairman of the network. This paper focuses on the state for program development and may have important implications for responding to the new Reagan policy on state block grants. This way the Teacher Corps project can opt into larger or other program planning than they could do by themselves. This approach is in fact seen by them as an extension of what they are already doing, and their vehicle for increasing their scope, the director said, will be the professional development center at Spruceville with a new focus on field research.

Thus it appears that the Teacher Corps staff is already thinking seriously about and planning for the ways and means to keep their good ideas going within the IHE and the collaborating school district, but also they are thinking in terms of disseminating outward to the rest of the state. Overall, our impression is that this is one of the truly successful Teacher Corps projects throughout the United States, certainly one of the most powerful projects we have observed. This success is due, as we have seen, to a number of factors that appear to be facilitating institutionalization. Heavily, their success tends to point toward two overriding factors. The first is the continuity of the project--its presence and its leadership--has produced over time a project that is very relaxed and confident, one that has learned to swallow its failures or turn them into successes farther down the line--a project, in short, that has learned a great deal about how to bring about changes that last. The second factor, which nearly all of our informants pointed to, is the remarkable leadership qualities of the man who has been serving as director of the project since Cycle 7. In no other project have so many respondents agreed that the success of the program was so overwhelmingly due to the idiosyncratic presence of one man in the right place at the right time. This apparent dependence on the unique quality of leadership, however, leaves us with some serious questions about what will happen to the university's involvement in and commitment to Teacher Corps kinds of activities once this man retires in 2 or 3 years.

V BIG TOWN AND METROPOLITAN UNIVERSITY

Teacher Corps has been in Metropolitan University in Big Town since its beginning 15 years ago. The university has had a project in all cycles with one exception. The cooperating school district field partner has always been the Big Town school district, which became highly decentralized concurrent with the beginning of Teacher Corps. The university decided early, as a general strategy, to move around to different subdistricts within Big Town rather than remaining with one district. Over the years approximately $4 million in federal Teacher Corps dollars have gone into education in Big Town and Metropolitan University. This is only a small fraction of the total federal dollars that have been used to help alleviate educational problems in this beleaguered community. The university's school of education receives external funding of between $6 million and $8 million dollars annually, 75% of which comes from the federal government so that the Teacher Corps dollars, while substantial, are only a small proportion of the total annual external funding in the university school of education.

The Setting

The Community

Teacher Corps' continuous presence in Big Town represents a classic example of the kind of situation that the Teacher Corps legislation was designed to affect. It is one of the largest, most ethnically diverse cities in the country. About half of the children attending school each September speak languages other than English. Grinder, the community within Big Town in which the feeder schools of the Teacher Corps project operate, consists of 6 square miles of one of the largest, toughest, and most well-known ghettos in

America. Block after block of deteriorated, multistory residences and commercial buildings, garish signs, uncollected garbage, and boarded up and burned out stores remind a visitor of the city's neglect and the community's resentment. But its aspirations are symbolized by clusters of restored brownstone houses, newly constructed housing complexes, and shiny modern office buildings. The percentage of blacks among the residents is over 80% and growing. It is a community of many young persons; the median age is close to 23 years. One-third of the population is under 18. The birth rate is high. Approximately 40% of the babies are born out of wedlock, many to mothers under 17. About 30% of families with children under 18 are headed by women. Infant mortality, which many authorities agree is the best single indicator of a community's health status, is very high--27 per 1,000 live births. Income and employment figures are grim. Using the Bureau of Labor Statistics figures for the poverty line ($6,500 for a family of four), half of the families fall below it. Crime rates are distressingly high and increasing. The number of juvenile offenses per 1,000 youths ages 7 to 20 was 126 last year, almost one offense for every eight adolescents.

Several organizations, however, are imaginatively at work to revitalize the community. They have an impressive record of accomplishments that has earned them the reputation of being among the most effective community development groups in the country.

The School District

The schools that educate many of the community's children are in District 40 of the Big Town school system. Plagued by problems common to schools serving populations such as that of Grinder, the school district now faces additional problems caused by substantial reductions in funds available because of the city's severe financial crisis. Reductions in teaching staff and auxiliary personnel have stripped the district of many of its younger and more recently trained teachers. Among them are many minority members. As a result, the overwhelming majority of the teaching staff is white, while over 90% of the students are black. This has begun to change in District 40 where there is a noticeable increase in the number of black principals. The teachers who remain face large classes and often the necessity of teaching outside of the fields in which they are licensed to teach. While waiting for an interview with the principal in one of the feeder schools, we walked down the hall and talked with two teachers. Both had been prepared in English but were now teaching mathematics and science. Limited funds for substitutes force already overburdened teachers and administrators to cover classes of absent colleagues. The ranks of school psychologists, guidance counselors, and social workers have been drastically thinned. School administrators, engulfed with other pressing problems, find little time to provide leadership in curriculum development or to assist teachers who want better teaching materials and newer skills. Reading scores spiral downward in the district. At second grade a surprising 54% are at or above grade level, but by the fourth grade the figure drops to 40% and by the eighth grade has tumbled to 19%. A key Teacher Corps official stated that District 40 was one of the lowest ranking in the city. It had very low test scores and very low socioeconomic status in the city, but test scores have improved dramatically over the past several years and is now in the middlel-level ranking in the city. The superintendent selected the feeder schools that the Teacher Corps would be participating in. They have a lot of potential, but they need lots of help. The junior high school principal is relatively new. The school was in great turmoil when she was appointed 3 years ago. She has now turned it around. The elementary school principal has been in his position approximately 7 years. There are some problems, but they are working constructively with the Teacher Corps project. The most significant difference, this informant stated, between

> here and where I came from is that the stranglehold that the teachers' union has on this city's teachers is incredible. Where I came from teachers were unionized but seemed to be more concerned with their jobs than with their union contracts, whereas here they know what the union contract is and will not work 1 minute after they are supposed to or on any topics that are not specifically included in the contract. This makes professionalism a very difficult problem. It handicaps the administration also in terms of what it can do.

The district has some excellent resources. Its staff is seasoned and trained. A majority have master's degrees. Funds through Title 1 are extensive. The teachers and the administrators are proud of their skills as educators and are deeply committed to the children and the community they serve. They are working hard to put an effective inservice education and staff development program into operation, against great odds. Teacher Corps is looked upon by them as a welcome source of help in a bleak educational situation.

A minority teacher and administrator who has been active in Teacher Corps for many years and who is not unfamiliar with urban education said that:

> Even I was amazed when we were working in Teacher Corps Cycle eleven to go out to the schools and to find the community superintendent talking to the teachers, and the teachers began walking out as the clock struck three because it is in their contract that they don't stay after three.

The superintendent of the district states that he finds that teachers are so strongly unionized that it's pretty difficult to get them to put in anything beyond the contract. In trying to develop a staff development program, it is rather difficult to get the teachers involved. "We tried to do some of the work after school, but union contracts do not permit this."Further testimony concerning the obstacles for staff development was given by staff members:

> Teachers check in and check out on a time clock basis. This is partly the result of the security system as they do not encourage teachers or students to remain in the school after the official hours. The middle school staff is an old one with many persons who are burned out. Two years ago there was a resident fireman and a resident policeman on the school premises as there were fires in the corridors every day and at least one or two arrests each day. While this is beginning to change, the school, however, still suffers in the community from a bad reputation. The students used to have skate boards and use them up and down the halls all day long so that it was difficult to walk. When the bells rang, students paid absolutely no attention to them. The library was a complete mess with few books and no opportunity for kids to study in it. We are trying to build it up and make it a quieter place where students can go and study. Teachers in school had little regard for the kids. They would accept no hall or yard duty because it was not in the

> contract. There was total chaos most of the time. Since the new principal has been here, she has been actively around the school everywhere all the time. She never is in her office. She visits with the teachers. She visits with the students. There are over 1,000 students, and she has learned the names of almost all of them. In the previous years, there were at least seven vice principals appointed to try to keep order. This year it has been reduced to two.

The University

Metropolitan University, a large, established, complex private university, is deeply woven into the fabric of Big Town where it has been in existence for a century and a half. Its education faculty, where the Teacher Corps project is located, is a division within a large, complex school of human services whose origins go back to the 1890s. Bachelor's, master's, and doctoral degrees are offered in the division of education in nine departments. They have about 160 full-time faculty, an enrollment of approximately 350 undergraduates, and 3,000 graduate students. It is the largest of the four divisions in the school. The school and its division of education have a diverse and comprehensive list of offerings in various specializations. Its effect on the life of the city and the quality and breadth of its teaching and research are widely known and respected. In earlier times the school had a large and vigorous program of beginning teacher training at the undergraduate level, but as enrollments in the city schools dwindled, the percentage of inservice students increased. An administrator stated:

> Much of our enrollment is persons who commute to the school from the surrounding areas. At one time we had 1,200 undergraduate students, but that has changed now. Our ratio is 10 to 1 graduate students. This is a radical change in the school in the last 10 years.

The dean, in his 1970 report on the future of the school, recommended that a high priority be given to the development of innovative inservice school programs. The school has responded to this challenge in a number of ways, one of which was securing and successfully completing a Cycle 11 Teacher Corps project. The project enabled the university to offer a field-based set of course modules and consulting help on a credit and noncredit basis for teachers and administrators who were at work in the city's schools.

More recently, just at a time when it felt that the downward trend in enrollment had been reached and was beginning to reverse itself, another sudden and unplanned drop took place. In our opening interview with the dean on our second field visit, when asked how things were, he responded:

> Terrible--enrollments are down in all departments in ways that we had not suspected so that we are in serious trouble. We are trying to diagnose the cause and see what can be done for remedy.

There was no sense of panic but rather a determination to find out once again, as it has been over the years, what the needs of the community were and how the schools could better respond to meet them. It is by being alive, alert, responsive, and flexible that the school of education continues to thrive. It has a deficit of between $2 million and $3 million. A cut of $300,000 has already been made in last year's budget, and next year at least $1 million will be cut. The faculty of the education division of the school will have to shrink from 160 to 110 persons. "This reduction," according to the dean, "will take place in an orderly fashion, keeping travel, supplies, and other matters at a normal operating level."

Relationship of the IHE to the Schools and to Big Town

As indicated above, Metropolitan University has its life interwoven with the life of Big Town. On the relationship between the university and Big Town school districts, the dean reported that:

> These relationships with the public schools are excellent now. It varies according to the kind of chancellors in the city. It was poor under the last one. It was good before that. The main factor is it depends on the chemistry between the chancellor and the dean.

In another comment about these relationships, he stated that:

> Contrary to the organizational theorists that relationships with the city schools are entirely idiosyncratic, when there's a good chancellor in office with whom I can relate effectively, then relationships proceed smoothly. When the opposite is the case, difficulties occur.

The dean recounted relationships over the past four or five chancellors, indicating that the current relationship tends to be on the high side of the scale.

The superintendent and the principals express high appreciation for the director of Teacher Corps and the feeling that he understands them and their problems. Nonetheless, there was considerable expression of cynicism and criticism about higher education generally on the part of school officials. As one administrator said, "Universities lack relevance to what goes on in the schools. They don't seem responsive to our needs. They don't change." A chief administrator in the district spent a considerable amount of time in an interview indicating how he and his colleagues did not pay much attention to the IHEs. Most of the questionnaires get thrown into the wastebasket. He fished for one he had just thrown away before our interview:

> Unless we have some personal contact with the university, it is the level of communication between the dean and the superintendent that is important. This has been facilitated with the policy board in Teacher Corps. This influence will last as long as the dean and the superintendent stay in place.... Deans seem to last longer!

An ongoing problem in their relationship is posed by the director of Teacher Corps:

> The major problem intellectually in working with the school district is to get over the problem that sums itself up somewhat as follows: "The school system says you train the teachers to begin with. Now you come in and say that they need retraining, which means you did not train them well in the first place. What's wrong?"

Origins of the Project

The Teacher Corps project is located in the Metro Center, the Metropolitan Center for Educational Research, Development, and Training, a newly established part of the school designed to coordinate and advance the school's relationship with the urban schools in the region. The center's aim is to promote quality education for urban youth and adults. This center, in collaborating with school districts, uses a research and development approach in helping to solve locally identified educational problems.

In all instances except one of Teacher Corps projects at Metropolitan, the university has been the initiator. We did not delve deeply into the early history of Teacher Corps at Metropolitan University. Rather, attention was confined mainly to the work beginning in Cycle 11 in 1976 when the current director began to work actively with Teacher Corps. A high point of collaboration with the schools has now been reached in Program 78 where the school district has taken an active role from the beginning.

In tracing the university's history of involvement with Teacher Corps, the dean stated that:

> In the early years Teacher Corps was badly conceptualized at the national level, and not very much was accomplished either nationally or at Metropolitan University. It only began to be useful when our present director became involved and things began to happen.

According to the current director:

> Several years ago it seemed to me that we might get some resources for the university so I wrote to the dean expressing an interest in being related to some projects at the university.

The dean had a polite reply, and nothing happened for 2 years. Then the Teacher Corps project came along as the first opportunity, and he got busy and worked in developing the proposal and felt that it had been a good experience generally. "We tried to write a proposal in 1974, but it was not successful." He recounted that an associate dean came into his office and said that the school was anxious to participate in a project, and although he, the director, was not too motivated at that time:

> We decided to work with District 28. we knew the superintendent and had collaborated with him on earlier projects. The Cycle 11 project was a genuine collaborative project between the school and the university as is the present one. The dean and the associate dean were active in helping us. There had been a reorganization of the school at that time, and the Department of Curriculum and Instruction was created. We had decided also that we should become more actively involved in inservice education. The dean is strongly supportive of Teacher Corps now. We had always offered off-campus courses, but this gave us a new opportunity to expand that effort.

In the current Program 78, the superintendent of District 40 was included because he had taken the initiative and said that he would like to work with the university in this project. According to the director:

> We now have a file of letters from at least five different districts that would like to collaborate with us in some future project.

The superintendent's independent description of what happened with regard to his participation was congruent with that of the director:

> Several years ago it seemed to me that I might get some resources from the university to help with our work so I wrote to the dean expressing an interest in being related to some project at Metropolitan. He replied politely and then nothing happened for 2 years. Then Teacher Corps came along as the first opportunity. We got busy and worked actively with them in developing the proposal, and it has been a good experience.

Leadership

Both the dean and the director of Teacher Corps have provided strong, stable leadership. The dean is an established, experienced national and international leader who is recognized in his field of school administration. He has had a long period of successfully administrating a large, complex school. He pays attention to key issues, problems, and decisions such as the selection of personnel for pivotal positions within the school; then he delegates responsibility and gives support without interfering in the details. This has been true in Teacher Corps.

The relationship between the dean and the director is a solid one. As one administrator in the university stated:

> The dean and the director get along excellently. Previous Teacher Corps directors were afraid of the dean, so it did not work as well as it might have.

The dean has taken this active, supportive role in Teacher Corps because "I believe in the work that is being done, and the director is an outstanding leader who keeps me informed and involved."

The director has an active style. He works hard and for long hours. He is a dedicated professional. This director, who is a black man, has selected a school-oriented and experienced black woman to be his assistant director. He has surrounded himself with a substantial number of minority assistants in the project. One of his colleagues, who is also a key administrator in the university, stated:

> He is one of the key promoters on the faculty in the best sense of the term. The university needs more people like him. If he were lost to the institution, it would be a serious blow. He has a wide vision and is an excellent project developer, which has probably detracted from his productive scholarship.
>
> Another key administrator in the division described him as follows:
>
> He has always worked on external funding and has very strong political knowledge of how to obtain it and how to deliver services. He is highly motivated and feels that he can make a difference. He accepts unusually difficult assignments and does them well. When the university president was asked to help survey the city schools, he invited the director in to help. When he tackles a problem, it isn't for political purposes, but it's because of real genuine educational motivation. He is representative of the kind of person who can make things work and attract outstanding talent. He wants to attract students to the university who can't afford to pay our tuition and to find money to enable them to come.

He is considered to be one of the senior, tenured members of the faculty who can work effectively with the schools. He also knows the university well and is expert in tapping resources that are necessary for use in Teacher Corps. He has selected a strong black woman in her mid-30s from the inner city to be his assistant. She began as a program development specialist and then changed her title to assistant director where she has multiple duties. Her main function in Teacher Corps is the coordination of the inservice education program at the project schools, working with the community council, helping the auxiliary personnel to become trained, working with the administrators in the schools and actively supervising the intern team leader, and working closely with the interns. She also attempts to coordinate the instructional support team. She helps with the planning, facilitates the workshops, provides Danish and coffee, moves the chairs, whatever is necessary. When the budgets are cut, fewer assistants are available, and so more duties continue to fall on her. She is a transplant from an inner part of another city where she taught for 11 years.

Change in Big Town and Its Metropolitan University

Big Town and Metropolitan University are about as unlike the relative tranquility and homogeneity of Plainview (see Chapter III) as one might imagine. The community, Grinder, a subpart of Big Town, is subject to all of the driving forces of conflict and change of our most deprived inner-city ghettos. The various subdistricts of the school district of Big Town and Metropolitan University, which serves them, are subject to these same forces. To some this means that they are constantly changing, moving with the forces of the times. To others the view is that the large, bureaucratic structure of the school system and the university are so great that to move things seems almost impossible. The more things seem to change, the more they remain the same. In the school district it is readily apparent that one of the feeder schools has changed dramatically in a 3-year period from an almost complete disaster area to one where good things are happening more and more. Morale has improved. Test scores are increasing substantially at all grade levels. On the other hand, in the high school that was selected to participate as one of the feeder schools, the situation, from the beginning, continued to go from bad to worse, so much so that it has been necessary to drop this school from participation in the project during the first year of planning.

The main force and direction of the intended changes that Program 78 aims to accomplish are directed toward the school district getting an effective inservice education system installed therein--not at changing the IHE. This has changed somewhat with the mandate to institutionalize at the IHE. We could readily write quite a long and persuasive chapter on changes in the school district, but what about the IHE, the target of our study? It is strongly argued by the university personnel that Teacher Corps has brought about lasting change at the IHE, even during its earlier years when it was not nearly as effective as it has been more recently. What is the nature of these changes, and what are the reasons for them? The list in Table 2 has been derived from our field notes, transcriptions and observations of meetings, interviews, and documents. It has been verified for its accuracy and completeness by project personnel. Each change is discussed below.

Table 2

TEACHER-CORPS-RELATED CHANGES AT METROPOLITAN UNIVERSITY

1. Moving undergraduate teacher training (PSE) more toward performance based education (PBE) and field based work.
    - 1.1 Adding a videotaping cabability.
    - 1.2 Developing a new PSE program.

2. Increasing attention of university to ISE.
    - 2.1 Vertical Incentive Plan (VIP).
    - 2.2 School site coordinator, community, and development teams.
    - 2.3 Changing ways of evaluating teachers in the field.
    - 2.4 Providing an instructional support team to work on ISE.

3. Creation of a METRO CENTER as a means of institutionalization of the IHE's concern with ISE and urban education.

4. Changing the curriculum and instruction division of the school of education.

5. Adding new courses--especially in ISE--e.g., community development, urban education, multicultural education.

6. Impacting existing courses, changing components, e.g., multicultural education, reading, evaluation, instructional development.

7. Increasing community involvement--at LEA and how to build this into university training of education personnel.
    - 7.1 Developing a community resources brochure.

8. Changing behavior and attitudes of faculty.
    - 8.1 Relating to the field.
    - 8.2 Communication with each other.
    - 8.3 Improving faculty morale and general outlook.

Change 1. Moving Undergraduate Teacher Training (PSE) More Toward Performance-Based Education (PBE) and Field-based Work

In the early history of Teacher Corps at Metropolitan, its main impact was on the preservice education program at the undergraduate level. This emphasis was congruent with the national aim of Teacher Corps at that time. A substantial transformation took place during those years in which Metropolitan University, with the help of Teacher Corps, built a new field-based teacher education program that remains intact today, although substantially diminished in size because of changes in enrollment and demand in the market.

Extending the field-based aspects has been institutionalized in the requirements for courses and for the student teaching and in the Big Town school district's provisions for supervising the field practice of beginning trainees.

A school principal stated that, "We are trying to institutionalize active and continuous use of preservice teachers in the schools."

A university professor who is active in the training program stated that:

> We are working closely with the district, arranging for the supervision of student teachers in a process which is being institutionalized in the district.

A seasoned university administrator pointed out that it became evident in the early years of Teacher Corps that:

> The teacher training program could no longer be developed and made viable without a large, field component in some of our more difficult schools in the city, whereas, before Teacher Corps, there was a major emphasis on placing students in 'selected good schools.' Teacher Corps has changed all of that. Teacher Corps has helped bridge the gap of field orientation and practical work.

This same official pointed out that:

> We collaborated with the schools to establish teacher education centers in them, which created an atmosphere whereby the experienced teachers would increase their skills and commitment to the preparation of beginning teachers. This idea has not yet been fully institutionalized, but it is well on its way.

In the early years, the aim was to move the program more toward competency-based education. This was a Teacher Corps mandate that was in harmony with the dominant trend in education in the country as a whole and more particularly in the state department of education in the state where Big Town and Metropolitan are located. The program encountered difficulties, not the least of which was the strong opposition of the dean of the school to performance-based education. The dean, in the context of discussion of quite a different topic, recounted:

> Some time ago, there was a group within the State Department of Education emphasizing performance-based education, which it wanted to force on the whole system.

The Metropolitan dean exerted strong leadership to keep this from happening, and in the process they formed what was known as the Teacher Education Conference Board, consisting of representatives from the teachers' association, the Council of University Deans, the administrators' association, and the Association of Colleges of Teacher Education. This strong opposition affected the institutionalization of the idea of performance-based education at Metropolitan. The emphasis on performance-based education, which many in the teacher education program at the university wanted to institute, had to make its way under this handicap. A highly respected university professor indicated that:

> The major change in teacher education, preservice education, at Metropolitan took place under the impetus of the State-Department-mandated, performance-based teacher education. This had to go under different names because the dean had not been supportive of performance-based education. The university

> received full accreditation after being placed on probation for 4 years, when it was noted that it had satisfactorily conformed in this regard.

A senior administrator in the school independently confirmed this view:

> Teacher Corps, of course, had an influence on our attention to performance-based education, but performance-based education had to be smuggled into the university under a different title because the dean has been unalterably opposed to competency-based education. As a result, we did not go hell-bent for performance-based education as many other places did. We developed our own terminology, which was SKA, which refers to skills, knowledges, and attitudes. But we avoided the use of the word performance.

This same official stated that although he had not been here in the earlier days, he had the distinct impression that Teacher Corps' major impact had been in teacher training in the preservice education program. The dean concurred.

> In the earlier years Teacher Corps had a great deal of impact on our teacher training program when it was emphasizing preservice education, particularly in the development of faculty competence and insight into performance-based education.

An active teacher education administrator at the university reported:

> We train about 150 elementary teachers and 150 secondary teachers each year. The bulk of these are undergraduates who participate out in the field all four semesters of their junior and senior years. The state is now mandating a competency-based design, which will further influence our program development. Through Teacher Corps' influence, we are having more field experience. Other factors also contributed to this. The elementary program is being modified so that all of our trainees will have a chance at different grade levels and with different kinds of schools. Since 1970, the number of persons in our teacher training program has dropped off from 30% to 40%, which caused severe problems in the school. This has now leveled off, and we think there may be some growth in the next few years. Teacher trainees are now much more focused on what they want to do and demand training that will enable them to work in their own fields of interest. It is also more competitive, and this has increased the quality of work. Even though we have held the number of units of fieldwork constant, the amount of work required for each unit has increased.

Not all was sweetness and light in the early years. As one university administrator who had served as acting director of Teacher Corps for 1 year remembered:

> There were some problems in the earlier period of Teacher Corps when the interns came out of Peace Corps. While some of them were good, solid persons, many were 'wackos' and went into revolutionize and polarize the faculty. At this point, the school principals said, 'We don't want anything more to do with what you have to offer.' This has now changed, and Teacher Corps is well accepted in the schools, as are the interns. The Metropolitan University School of Education has changed too.

1.1 Adding a Videotaping Capability

The Teacher Corps program has helped the university substantially in developing a videotaping center, which is called the Teacher Performance Center. It was developed during the earlier years and is still being used in the Teacher Corps program. It does a lot of videotaping in the schools. A visit to the Teacher Performance Center, which also serves as an audiovisual function for the schools, indicates that the main time and effort is in videotaping teacher trainees out in the schools.

1.2 Developing a new PSE Program

This first large and complicated change in the preservice undergraduate program has moved a long way toward institutionalization over a substantial period of time, and in spite of some initial opposition from high sources and a dramatic dwindling in the number of trainees. The two vital ideas, field-based and performance-based, survive and are still in the process of development and refinement. The explanation of this sturdiness derives from several sources.

Change 2. Increasing the Attention of the University to ISE

A dramatic shift in Teacher Corps and in the university began about the time of Cycle 11, when inservice education came to the fore.

As the director summed it up:

> There is not much impact now on undergraduate programs, which have been declining in numbers over the years. We have tried to begin a new teacher education program for beginning teachers, but it has never really gotten off the ground.

This may mean, of course, that Change 1 has become so institutionalized that it no longer can change.

Our field notes are filled with references to the nature and impact of the university in its inservice education efforts in the school districts. This is the major thrust now in Program 78. It is not always easy or successful. Failures and obstacles, along with triumphs, are encountered. Following are the ways the matter is put by various persons.

The principal of one of the project feeder schools stated:

> Teacher Corps has been most beneficial in the inservice education component of our work. We have been much strengthened in our program as a result of collaboration with the university. The greatest impact has been in the area of reading in the content areas. Our inservice education program takes place during the school day. The teachers have negotiated in their contracts, preparation periods which can be used for inservice education. We also have extra resource teachers who can relieve the regular teachers so that every teacher has had this kind of built-in, inservice education during the school day for a long period of time. The administrators cover teachers' periods and relieve them from teaching so that they can engage in inservice education.

On the particular day we visited the school, the principal had taught a significant number of students in a large group about a current-event topic. He reported that he knew all the 900 pupils in the school by name.

A key university administrator reported:

> I became differently involved when the Teacher Corps changed from an emphasis on preservice to inservice education. The Teacher Corps network has enabled us to exchange experiences with other Teacher Corps projects and to broaden our vision. Earlier, the dean was not involved in a central way, but in more recent years he has become involved at the policy level, which was a major turnabout in the dean's attitude that began about the same time we began to increase our attention to inservice education at the university. Teacher Corps has made a very important point. It began to be understood around here that we'd better be active in inservice education or the school would be out of business.

One of the interns in the program, an older person, stated:

> Teachers need to put themselves into the student's place from time to time. Teacher Corps has been the major help in developing an inservice education program for teachers who are already in schools. This will be a big help in improving the system. I can give you a particular example about how I have changed. I have never liked to use swear words, and it used to bother me when other people did so. Now I find that I can understand and accept it without getting upset so that I am better able to relate to people who do speak that way. Inservice education work, which is emphasized now, is very important because many teachers are set in their ways and refuse to try and do things. When this happens, students get turned off. Last year I went into a class and taught some methods that I had learned at the university in Teacher Corps and received 100% cooperation from the students. An experienced teacher was watching me, and I think that it helped her. I think the university is being impacted too by their work in Teacher Corps. They visit many different schools, and it cannot help but affect their work at the university. I have seen it.

How does the inservice education work go forward? In many ways--in one case a report was made:

> We are using a cluster approach of faculty in the elementary and junior high schools in which these groups work from 1-1/2 to 2 hours per week with substitutes provided so they can use their inservice time during their regular school day, which is the only time that it can be done within the union contracts.

A leader in the Teacher Corps program commented on how she tried to work in the inservice education program:

> Unfortunately, it is still not the dominant pattern in the Big Town schools for the principals to serve as instructional leaders. The two assistant principals in one of the schools now are beginning to try to assume some instructional leadership, one of them in mathematics, science, and the social studies and the other in English, reading, and special education. I have been working with them to develop some inservice education. As yet, these assistant principals get little or no support from the central administration. One of the major problems in the school is that each department works in isolation from each other department. I spent most of last year getting to know the teachers and figuring out how they feel about education. I have been taking a nonevaluative stance, and I think, by the end of the year, I will have begun to get some collaboration. They are now beginning to feel comfortable with the Teacher Corps program.
>
> We are going to be working more on organizational development concepts next year. We have been providing courses at the university for teachers in the school district to take with regular students in the university. Then we have also been providing courses at the school site....
>
> On the writing project, I have had some good success, not by recruiting persons from the university staff, but going to a group called the Teachers and Writers Collaborative in the city in which professional writers have volunteered to work in the schools. These workshops are arranged on regular school time. We use Teacher Corps money to supply substitutes for relieving the teachers. Usually we meet the first period before lunch, and then the teachers agree to go through their lunch period so that they get two 50-minute periods for one class coverage. Sometimes we have regular substitutes, but sometimes we have graduate students from the university who are paid by Teacher Corps. All of our participants are volunteers, and the assistant principal who is most concerned with reading and language arts is working on this. Also, the interns have been involved during this last year in observing and then providing some tutoring of the individual children so that the inservice and preservice education program is being combined.

An active and successful faculty participant observed favorably that, "The spirit of collaboration in Teacher Corps which brought the IHE and the public schools together is impressive," and she referred to the fact that the district superintendent has been one of the few adjunct professors who is teaching at the university.

Another active faculty member claimed that:

> Another major impact of Teacher Corps is the attention to inservice education. In the future, we must create opportunities for people to get help on the job. This is the new design that we have to consider in our university work.

A cooperating central school administrator stated that:

> We are attempting to develop an outreach program on inservice education with our faculties in the schools. The Teacher Corps program, including the interns, is helping us to do that. Through the use of Teacher Corps funds and other arrangements, we have been able to expand our inservice education program, and we certainly hope to keep it going after the funds are over.

Everything is not all positive, as this same administrator stated, "We have not succeeded in changing the IHEs in ways that will enable us to deal with our inservice education needs constructively." We noted at this point that the Metropolitan University had been in Teacher Corps with the city schools for almost 15 years and asked what changes had taken place. He was not certain in his response, but he felt that the city schools were participating because they needed the added dollars and that it had taken a long time for them to get many offerings from the university that would meet their needs. It was working better, however, at present. He then referred to the team leader of the current Teacher Corps project who had been taken out of the classroom for this position. He stated this probably would not have been done had it not been for Teacher Corps. Furthermore, he is not going to put her back into the classroom but use her for inservice education after Teacher Corps dollars are over. We talked more about the use of substitutes to relieve teachers and the use of graduate students from the university as substitutes. He indicated that he wants to expand this and is working hard at the university in doing so. An ongoing project with some external funds would probably be needed to make the ideas work, but he expected that these would be found.

A university official commented further along these lines:

> The university has tried to be in a welcoming posture to the public school people when they come to the university for Teacher Corps meetings. We alternate meetings here at the university and out in the schools. The dean has seen to it that, when the school people come here, they meet at the faculty club, where there are waiters to serve them with an open bar and a generally cordial atmosphere. This is very different from their daily life out in the schools.

Does this help, or does it increase the gulf between the two and make it hard to work? Does it work in both directions?

Teacher Corps' emphasis over the past few years on inservice education has helped the university strengthen its program of inservice education in other ways. For example, they have established the Center for Career Advancement. This is a strategy by means of which courses are offered to persons in the surrounding geographical area who wish to advance their careers. It takes place in all parts of the school and the university. Individuals can earn what are known as continuing education units (CEUs), somewhat like the old Carnegie unit, which is widely used in many fields. This has been very successful. Another successful program that the school has developed is called Saturday at the University. This program offers one- two- or three-unit courses that are taken all day Saturdays during the winter. When a student pays tuition, he also get free parking and a lunch so that the students and the professors can eat together. This has proven to be a popular program for inservice education, especially since they have established a policy of paying professors extra for this work and thereby are able to attract more and better faculty.

There has also been a strong reenforcement by Teacher Corps of increased activity in inservice education in getting professors off the university campus and into the field.

As an example of the university's concern through Teacher Corps for producing lasting change, it recently conducted a 1-day Saturday workshop on institutionalization of Teacher Corps work. The emphasis was solely on institutionalization in the school district rather than the IHE. There has been no workshop given on institutionalization aimed at the IHE as far as we could determine.

2.1 The Vertical Incentive Plan

A major achievement that would not have been possible without Teacher Corps initiative and support which has already become institutionalized is the Vertical Incentive Plan (VIP). Under this scheme, multigrade groups of teachers are organized to assume responsibility for articulation of programs at different grade levels. They develop multiyear targets toward which they work. They are given a considerable degree of latitude with regard to curriculum and instruction so that they can make adjustments that are needed without going to some higher authority. Clusters are formed of teachers from kindergarten through three and from four through six. These clusters are free to experiment with newer approaches and have some resources for doing so. The preliminary results have been so promising that the school district has made a commitment to continue it for at least 6 years, which is after Teacher Corps funding is finished. There are already 20 such VIP teams established, all of which have been strongly influenced by Teacher Corps. This plan will be one of the demonstrable elements in Years 4 and 5 of the Teacher Corps Project 78.

2.2 School Site Coordinating Committee

According to the school principal of the middle feeder school, an important idea that the school wishes to institutionalize is the School Site Coordinating Committee. Its major function is to coordinate and advance inservice education in the schools. It consists of 10 teachers per team, one from each department, elected by its own members, plus some parents. Their work consists of advising and aims especially at helping the school to be more responsive to the needs of the students. They meet regularly twice per month. The main project under consideration during our last field visit was what could be done to improve the school climate? Will the idea last? The school principal is trying to have it do so. The Teacher Corps director says that it has spread beyond the school where it originated. "It looks to me like the kind of a mechanism that might have a lasting impact, something that we would want to institutionalize." A Teacher Corps staff person says, "It's doubtful...Nobody seems to care very deeply...."

2.3 Changing Ways of Evaluating Teachers in the Field

Another area that has been influenced by Teacher Corps (and the changes in the school program) is in the field of testing and evaluation. It was reported to us that the new city standard for competency testing of students at the fourth and seventh grade levels is requiring changes in the way in which the university evaluates teachers in the field. We found no substantial evidence that this was being accomplished.

2.4 Providing an Instructional Support Team to Work on ISE

Prominently begun in Cycle 11 and now operating in an even more substantial manner in Program 78 is an instructional support team. This team consists of four graduate students from the university who are hired and paid for by Teacher Corps funds. They are fully licensed teachers who are also doing graduate work at the university. They spend 20 hours per week in the schools, as well as being full-time students at the university. In addition, they also do paid substitute work in the district feeder schools. This enables them to spend a considerable amount of time in the schools and provides a basic and genuine support system for teachers in their inservice education program. As one informant said:

> Teachers want to do a good job, but frequently they are overburdened and overwhelmed with the noneducational aspects of their jobs. Teacher Corps has provided a support system so that a teacher can tackle a job however difficult.

Whether or not this will be institutionalized is an open question officials. Officials are trying to determine ways in which it can be supported financially both from the school district and from the university, because it seems to be an essential ingredient in the program. Originally, there was budgeted an instructional support team coordinator. One informant stated, "We thought this would be needed, but it got in the way, and we have eliminated this idea."

The impact of the activities initiated and supported by Teacher Corps with regard to inservice education and the commitment of the school district were summed up by the director in the following way:

> As a result of our work, there should be a new position in inservice education open in the superintendent's office. The team leader position has already been picked up on hard money by the district when the budget was cut from Washington this last year. The school district is also taking some of its substitute dollars to hire graduate assistants from the university to relieve teachers for inservice education. The superintendent has a considerable number of dollars to provide for substitutes. With this being used to hire graduate students, we are getting graduate assistant support and released time for teachers to work on inservice education. This idea will probably become institutionalized.

Change 3. Creation of a Metro Center

The university has created the Metropolitan Center for Educational Research, Development, and Training known as the Metro Center. Its mission is to assist educational, governmental, and community agencies, as well as business and labor, in improving quality and ensuring equality in educational programs in the metropolitan urban area. "Teacher Corps has been a primary motivating factor in creating the Metro Center," according to a university administrator. He stated:

> The Teacher Corps has had much more visibility around here than most federal programs. We are always searching our conscience as to what we can do for the inner city. Teacher Corps has highlighted this concern and helped us very much.

The director of Teacher Corps is also the director of the Metro Center, which is, according to him, "our attempt to institutionalize much that Teacher Corps has been attempting over the years." The director considers this to be the major change that will last. In his words:

> The major change that has taken place that will be institutionalized is the creation of the Metro Center of which I am also director. This office, which also houses the Teacher Corps, is an attempt to institutionalize our interests in urban education. Teacher Corps is the first major project in the Metro Center. We have just applied for a new project which will be funded shortly through the Department of Education in the field of basic skills. The dean has for several years now put hard university money into establishing the Metro Center which we will use as a place to attract additional soft money for systematically carrying forward our work in urban education. The advisory board for the Metro Center includes persons from the State Department of Education, from the central administration of Big Town city schools, from the teachers' union office, plus several members from the business community. This will become a part of the fabric of the school.

The three program emphases at the Metro Center to begin with are:

(1) Adolescent education

(2) Teaching and learning programs

(3) Equity and minority education.

The Metro Center is located in a large, newly decorated room that has been made available to house all the programs that come under the mission of Metro Center. It has six or seven offices on the periphery and a large central area with conference tables and cubicles for several secretaries and research assistants.

Because Changes 4, 5, and 6 are so closely interrelated, they will be reported on together in the following section.

Change 4. Changing the Department of Curriculum and Instruction in the Division of Education

Of the nine departments in the division of education, the major impact has been on the Department of Curriculum and Instruction. This has been mainly through affecting the behavior and attitudes of the faculty in that division, adding new courses, and modifying existing courses. Of the 40 persons in the department, which is the largest in the school, Teacher Corps has, according to the director, affected between 10 and 15 of them in a substantial way. This effect will be discussed below in Change 8.

The interviewer inquired as follows as to where most of the changes in substance had taken place during Teacher Corps' life at the university:

(1) In components of courses?

(2) In courses?

(3) In programs?

(4) In the department?

The director's judgment was that most of the changes had taken place at number one, the component level; with some changes at number two, course structure and content in new courses; and that not much change had taken place at the third and fourth levels, namely that of total program or departmental level.

Another observer commented:

> We have had most success at institutionalizing small components of the program. The university system is governed through committees, and unless those committees are involved in our programs, not much gets changed.

An impact on the departmental offering has been made, according to one Teacher Corps staff member of the faculty, because the students have changed:

> Trainees at the university are now, partly as a result of Teacher Corps, much more interested in individualization of instruction than before. Secondly, they are trying to relate curriculum development more to the lives of individual students. Three, parents as resources for the development of children are now more greatly appreciated, and four, there is more concern on the part of the trainees in the program with the total environment of the child, including the family structure.

Change 5. Adding New Courses

The dean reports, "We have developed some new courses as a result of Teacher Corps." And the director indicated that:

> The superintendent in District 40 has taught a new course recently in urban and minority education. We use him as an adjunct professor. He had 24 students enrolled last term and half of them were Teacher Corps. There are several new courses in urban education that are developing as a result of Teacher Corps work. We are rather slow to adopt courses here because we have so many courses that we can usually find some place to put our new material without adding to the list of courses.

The attempt to develop a new course on the gifted was described by a faculty member:

> Attention in District 40 to programs for the gifted is greater than it has ever been before. When they started to develop the program, they could not find a person on the Metropolitan faculty who would offer a course on the gifted. So they made the unusual arrangement of having a university person, me, and an expert from the school district jointly teach the class. This required a considerable amount of adjustment in the university, but it was finally done and has worked out very well. Whether this sort of arrangement will last is questionable. Among the problems to be overcome were securing enough students in the district and securing approval for having two persons to teach a class. The director of Teacher Corps has encouraged the use of off-campus courses through the efforts of the Metro Center, but my experience in teaching off-campus classes is that they are not as effective as on-campus classes for several reasons:
>
> (1) Students are not prompt in reporting to class. They take a much more casual attitude, arriving as late as one half-hour in a 2-hour session.
>
> (2) It's easier to teach at the university campus where more of your materials are easily available than to carry them out to the district.

It is not clear from our field notes how widespread this feeling may be. There was some expression by other faculty, however, that they considered off-campus work more effective. The division of sentiments suggests that the institutionalization of off-campus classes has some hurdles to overcome.

How the university had tried to deal with multicultural education was interestingly described by the Teacher Corps director:

> Someone said to me one time, 'There's nothing multicultural about this community. It's all black.' And I laughed. I think what we probably need to focus on is the way in which that culture is related to other cultures. It's a different technique. It was a big thing in the other Teacher Corps projects because they had kids in the schools from about 20 different countries. That's in Cycle 11. But when you start talking or thinking about priorities, multicultural education isn't a high priority here. We had a new course called research in minority and urban education, taught by one of the superintendents. We hired him as an adjunct. We will do that again next year. Then there's another thing that I am going to teach, and we're going to offer a colloquium on multicultural education. One of the major programs in the center is on equity and minority issues. The state is now mandating attention in the preservice education program to diversity of students, particularly in the fields of special education and bilingual education.

With regard to the impact of Teacher Corps, one of the staff members stated:

> My impression is that the Teacher Corps will have a much stronger impact on the LEA than the IHE. Probably the only institutionalization will be some courses for teachers in the field. We have had two this year, one in urban education taught by the superintendent. It's not been put in the catalogue yet. Another one on multicultural education was taught by a university faculty member, which will probably be incorporated into the regular program.

Change 6. Modifying Existing Courses

There has been more change in modifying courses than in other aspects of the program. These are under the control of the instructor and can be made as he or she is willing without committee or other forms of approval. Whether such modifications will last depends on how long the instructor thinks they should last. There is substantial folklore, especially among students, that they often last too long. The director stated:

> My course in evaluation and instructional development has been entirely restructured as a result of the Teacher Corps work. This course has changed partly because of the Teacher Corps personnel who have been enrolled. I give it as a regular graduate course. The last time I taught it, there were 23 enrolled, half of whom were Teacher Corps students.

The district has been collaborating with the university in offering new courses to help cooperating teachers supervise student teachers. This effort has been seriously curtailed with recent budget cuts from Washington.

It was reported that because Professor X, who is a key person on the faculty, is active in Teacher Corps, the M.A. degree is being tied much more closely to fieldwork than it ever has been before. An interesting new approach to attracting enrollment in courses was recounted by the director of Teacher Corps:

> I am concerned that the university is pricing itself out of the market with the kind of tuition charged. I developed a new approach in which, with additional money obtained through the Metro Center, I offer students two courses for the price of one. This has been attractive to many experienced teachers in the schools, and I think we will continue to do it.

Change 7. Increasing Community Involvement

Parents and other community people in Big Town have been among the most active in the country in demanding and getting a voice in how their children are to be educated. The decentralization of the system brought them into a more active role. The education division of the school offers almost a dozen courses that bear directly on the role of the community in educational affairs. Teacher Corps, with its active interest in and mandate for community participation, fits well with this local emphasis.

How has the community component worked? What have been its successes and failures? Listen to some of the different role groups as they comment.

An experienced school principal, who is now serving the project in several different capacities and who has worked actively with the community council, expressed her view:

> Institutionalization is not easily measured without looking deeply, especially at the school principal level. I have been prejudiced against federal projects for a long time. They spend lots of dollars, and then when things are pulled away, things die. Teacher Corps has, however, been different. That is the reason I have stayed with it, particularly because of its impact upon parents and the community. Parents are often dissatisfied, would like to do something, but don't know what to do. Teacher Corps has shown them the way. We have been able to indicate that a place such as this city has many resources that are often overlooked and are not used. Parents, through Teacher Corps guidance, have been shown that they can organize, and they can impact educational events. It's not all milk and honey. There are some people that want to rip things off, but Teacher Corps does more to prevent that than most programs.

The community relationship does not always go smoothly as one school principal suggested:

> What is the biggest problem in my schools? Even though we have increased parental involvement, that is still not at the height that it should be, and it is extremely difficult to obtain and to maintain parental involvement. I want very much to be able to institutionalize the community council and am working to that end. The parents are now involved in a way that they have never been before, but it still isn't to the point that I would like to have it.

An active parent who serves as chairman of the community council analyzed and described the situation at some length. This 36-year-old father of four children, all of whom go to the project schools, has lived all of his life in Grinder. He has worked actively on getting the community involved and has come to be relied on strongly by the university. Here is the way he summarized the situation:

> As a result of wanting the best for my children, I became aware of their educational needs. This led me to become more involved in the parent/teacher association where I had always been active. However, I was pulled into the Teacher Corps thing after the proposal was developed. I became interested in the community council aspect of Teacher Corps. It seemed to be based on the idea that parents should be given a voice. This particularly fits in with the decentralization of our city schools which began over a decade ago. Before that the parents were not involved and interacting very positively with the schools, but this has been changing over the past few years.

This man is very knowledgeable about Teacher Corps and is articulate about expressing his views. He goes on to say:

> Teacher Corps has provided good support for the inservice education program and has enabled parents to become involved in school affairs, and the whole process will undoubtedly continue in the school district. It is too deeply and firmly rooted now to change. The community council is doing its job as well as it could, given the kind of people we must deal with in our district. We have made some progress and have attempted to give parents some knowledge and experience in helping with education.

This man's attitude is positive and forward-looking about all aspects of the work. We asked him: Are there any shortcomings?

> The main problem is we don't have enough dollars, and that's not a complete negative because it makes you husband your resources better and use them more effectively. We are making a long-range impact. I am optimistic that there will be much residue after the 5-year program is over. That gives us a long enough time to get a good start on some positive things. As chairman of the council, I spend my time trying to stimulate my neighbors to higher awareness of the possibilities. Even though it is a slow process, we've gotten many people to be much more responsive. The local education agency has been most cooperative. One of my real concerns is that my neighbors in the community still speak in negative terms. They think that the system is out to do them in. They are mistrustful of authority and are apathetic. Overcoming this is slow, but I think we are making some progress. We were groping in the community before Teacher Corps. We knew there was something wrong. The bureaucracy was too big for us to break through. But we did not know what to do. We just did not have enough people or enough knowledge to do anything about our plight. But now we are beginning to make some progress. I have felt much better about it recently.

The director of Teacher Corps, in response to questioning, expressed confidence in the chairman of the community council. We indicated that we had had an opportunity to talk with the chairman and were impressed. Was this appropriate?

> Yes, you should be impressed.
>
> He seemed to be very articulate.
>
> Yes, he is.
>
> He seems very committed.
>
> He is. He is very supportive in providing leadership.
>
> Yes, and I have included him in all of our activities. He's almost become a confidante and stands up strong. I'm going to work in close connection with him because there are many of these activities that I want to see happen and to last.

What has been the impact of the community work on the university? The director stated:

> With regard to elementary education and early childhood education, we are much more pleased with what is going on there than we have ever been before. There is a much closer relationship with the community than in any previous experience I have had. We are impacting the school with the development of some new courses in the field of community education. Also, our existing courses have already been influenced with regard to the amount of community content.

A faculty member commented on how changes are taking place at the university:

> Many of the things that are important to be done do not necessarily take increased time or increased dollars, merely a change in emphasis. For example, the importance of community experience and parental involvement: this involves a change in our attitudes, and Teacher Corps has moved us in this direction. Teacher Corps dollars also gave us time to experiment and play around with ideas with regard to the community which we would not have done otherwise.

7.1 Developing a Community Resources Brochure

The interns have participated actively in the community. As one commented:

> We have also been planning workshops for parents and using us interns as trainers, which begins to give us a feel for what can be done with parents and draws upon our unique skills.

Another intern stated:

> The interns are well known in District 40. As we walk along the streets, the kids know us. The parents know us. Parents are beginning to be more interested, to be stirred up, and to know that they can do something for their school. I'm getting more and more parents involved beyond just going to the parent/teacher meetings. We're developing an interest on the part of many new persons who have never taken leadership before. Parents naturally are shy and don't feel free to speak up at the meetings always. They often feel that they don't speak correctly, that they don't have the right clothes, and it's very important to make them feel welcome.

Another intern outlined her experiences:

> We have worked with parents. We met with the policy board and went into their homes. Another thing we have been trying to do is to get the parents to spend more time in the schools. At the moment we have a project to develop a directory of community services which will be valuable to parents. We are working through the district office on the development of this project, but it is Teacher Corps sponsored, and the interns have main responsibility. In our second year we will do much of the same kind of thing we did this first year. We will have regular courses in the university, work out in the schools and particularly work with parents. We're especially interested in getting parents to be able to work more actively with the schools and help us with tutoring individual youngsters who need help.

As noted in this statement by the intern, the interns have been working on a parent resource file that will be useful in drawing upon parents to participate in school programs.

Still another intern told us:

> The project I am working on now is the resource directory. It has made me know for the first time the resources that are available in my own community, and I'm sure this is true of most parents. There are many resources available, especially in the summer, to keep the kids off the street.

Another intern reported: "I am helping to lay out the brochure and getting it printed. It will be about 30 pages and will be an attractive document." Upon inquiry as to whether he had interacted much with the community council, he said:

> In the beginning I did not interact much and had a negative misconception about the community council. I thought the community was going to come in and look at everything very critically. But they have been positive and are really supportive of the program. The program has been a very positive experience on the whole.

An associate dean indicated that the school intends to take the activity a step further and to produce a data bank of computerized resources that are available in the community for use in the schools.

The resource directory, on last report, is at the printer's and should be released for use in the community soon.

Will this community involvement last beyond Teacher Corps? There is some pessimism. The director stated that, "The council may become one of our demonstrable elements if we can merge it with the parental association."

The dean commented as follows:

> The director has been extremely successful in getting the communities involved in Teacher Corps schools, and this has been reflected in our university program.

Additional funds are being sought to keep the impetus going. The director reported:

> We have two proposals out now to strengthen community participation, one in basic skills to train parents to participate in the teaching of basic skills; and two, a community education program. We hope that both of these will be funded by the United States Department of Education.

In summing up matters, the director concluded:

> The Teacher Corps program has been successful partly because of the very strong support of the dean. He has always actively participated on the policy board and in other ways. They have the top people on the policy board, and they make the programs go. The superintendent and the dean both have excellent relationships. Both are fully involved. They do not overwhelm the community person who is very vocal and sometimes hostile but has increasingly become an important part of the team. It is the dean's view, however, that our community component is the weakest part of the program and needs to have much more work done on it. My own judgment is that the community component probably will not be institutionalized, especially if you consider the way that Teacher Corps Washington now conceptualizes it. We have had several meetings to try to hook the community council into some kind of an existing structure. If we can graft it onto the parent groups in the schools, it may become institutionalized, but that is not what Teacher Corps Washington seems to want. We will probably go our own way, and if we do so, we may get some lasting change.

Change 8. Changing the Behavior and Attitudes of the Faculty

The testimony regarding the impact of Teacher Corps on faculties and students at the university is substantial and mostly positive, but there is evidence of a long way yet to go.

First, the positive indicators. The dean stated that:

> The main accomplishment of Teacher Corps now and in the future will be its impact on the faculty. It makes our faculty aware of the realities and problems in the schools that they would not otherwise come up against.

A faculty member who has been active in the program reiterated:

> The most lasting effect of Teacher Corps will be on individual faculty members. It's had some effect on the testing and

> measurement people but mostly in the reading and the curriculum and instruction people and in mathematics. The main impact of Teacher Corps on the School of Education is an increase of communication among the faculty who would not otherwise talk together. Also, an impact has been getting faculty out into the schools, which is needed in order to make their teaching more adjusted to the real world. Teacher Corps has had an impact also in providing retreats for different role groups to get together for some important reflection on the work that is being done in the school and in the university.

A university administrator reported that:

> I have always been involved in Teacher Corps since the beginning. In the early years we brought in special people to work with Teacher Corps. Beginning about 3 or 4 years ago when the director took charge, we began retraining our own faculty to work in Teacher Corps. The Teacher Corps program is a sophisticated way of inservicing our own faculty. Our own faculty now talks quite differently about inservice education as a result of their Teacher Corps experience. The people who have been participating in Teacher Corps are much better supervisors of trainees than the rest of the faculty.

Another administrator from the university stated that:

> This work over the years with Teacher Corps has given us a much better understanding of the schools we must deal with. The faculty is never as sensitive in these matters as they should be, and therefore the program has been of fundamental use to us over the years. Teacher Corps has had a major impact on helping the IHE to be more field oriented. This has influenced the faculty attitudes and also our regular structures.

The director claimed that:

> The major contribution we are making to the School of Education is to have our professors working in the schools. This is tough because many of the professors have freedom to consult and to earn more than they can working with the Teacher Corps program. This has been a consistent problem and probably will not go away.

How extensive has been the involvement of the faculty in Teacher Corps? The director listed 25 members of the faculty and administration who have been in touch in a substantial way.

Individual members of the faculty expressed the impact in different ways. One faculty member insisted that:

> Teacher Corps has caused me to grow considerably in many ways.... I now feel that I could teach many more persons without substantially reducing my effectiveness at present. The number of interns, for example, could be doubled without any decrease in effectiveness.

Another faculty member claimed a more realistic view of what to do:

> One of the most important influences on my thinking as a result of participating in the Teacher Corps project is that it is important to adjust to the realities of what exists in the schools. For example, the fact that even though a school had adopted a kind of reading system that was not what I would recommend--they had invested their dollars, and it was necessary to make it work as well as possible. In the past I would have fussed about using this material, whereas now I am making arrangements for it to be used as constructively as possible.

A university teacher and administrator pointed out that:

> There is considerable cameraderie that has developed among those of us that have been working in the Teacher Corps projects. There are few federal programs left, and Teacher Corps comes across as being very special. The people who have been participating in Teacher Corps are much better supervisors of trainees than the rest of the faculty.

One of the Teacher Corps persons who is active in the supervising of training related:

> Teacher Corps has supported my supervision. It has helped me to rewrite laboratory units and lesson plans. I have been able to give better ideas to my student teachers, and it's given me some concrete specifications to the learning theory underlying what I do. I think I'm now more reflective on how I teach. The biggest impact has been enabling me to work more actively with the schools. I think it's had some impact on a few of my graduate students and has enabled me to become more actively involved in the district. I believe the diagnostic/prescriptive aspect of teaching, which Teacher Corps is promoting, is very good.

The teachers and administrators in the field believe that Teacher Corps has had a favorable impact on the university faculty.

A school principal stated:

> The Teacher Corps has been good at bringing the professors to the schools. It does the professors good, and it is helpful to the schools. I have not taken courses from these professors recently, but I cannot but believe that their experience in the schools makes them able to teach better." One of the interns reports, "My academic advisor is very good. He has taken us to many different schools and helped us to see many different things. I think that the university is being affected by this work in Teacher Corps. They visit many different schools, and it cannot help but affect their work at the university.

Another intern detailed how she has been affected:

> When I become a teacher, all of my lessons will be multicultural at all times. I know from experience that a good teacher can make a significant difference. I will try to be an innovative teacher. I will teach the whole class at times, and I will provide individual tutoring and teach in small groups. Even though teachers do not get paid a large salary, the social expectations are high. Teacher Corps has left a big impact on me, which will last for the rest of my life. It has showed me that you can accomplish much more by teamwork than on your own. It is important for people who are being educated to receive continuous feedback on their learning, and it is possible to learn much more if you will work cooperatively with your fellow students.... The university work has been most positive and stimulating, especially the professional development seminar. The training we have been receiving as interns is far and away better than that which is normally provided for teacher training.

This intern, who has lived in District 40 for 20 years, states that she has learned more during her 1 year of teacher training than she knew about the district in the previous 20 years.

Matters are not all positive. Many faculty are not involved or interested, as one Teacher Corps staff member stated:

> My biggest problem is finding persons who will facilitate the workshops at the university level. Even though we have an instructional team, it's difficult to get them involved. The most positive collaboration I've received has been from Professor X. He has been fantastic in everything that he has done. The reading people from the university are also being helpful, but these people who are collaborating are not representative of the people in the

> school as a whole who are not very involved. These active people, because they are good, are more involved than they should be, but their time commitments are unrealistic. Most of them have not had enough time.

This same professor commented:

> None of my math education students are involved with Teacher Corps so the effect has been minimal. If they had become involved, it would have been desirable. My other colleagues in mathematics education wouldn't even recognize the name of Teacher Corps. I'm the only one who has been involved."

In response to the question of how many in the school of education have been touched by Teacher Corps, he replied:

> I don't know. Maybe as many as five of us. I have only a limited amount of time that I can devote to Teacher Corps. It has enabled me to adjust my load so that I do not have to teach the full 15 points, which is helpful. There's not really much incentive to work on government projects.

A facilitator of school/university relations pointed out difficulties:

> The principal in our middle school focuses inservice education workshops on reading, mathematics, and multicultural education. She has a high degree of interest, also, in teaching kids to write. She is beginning to lay the groundwork for the kids to take a competency test in writing. The first facilitator we employed was a bad mistake, and we had to fire him because he could not relate to the teachers. We have finally found someone from the Metropolitan University staff, but it has not been easy because many of the university faculty are unwilling to go out into the schools.

A central office administrator from the school district estimated:

> As a result of Teacher Corps, there will probably be a modest change in the university where change is extremely difficult. It is considerably more difficult there than in the schools.

His main criticism is that, when they approach the university, they cannot obtain the right faculty in terms of their needs, and the school system has to adjust to meet the university's standards.

One university administrator stated:

> There has not been a very vigorous faculty development program in the School of Education. However, we have begun some work this last year. A series of seminars for the faculty has been undertaken. An examination of the topics reveals them to be much more related to the updating of subject matter than toward pedagogical questions.

Conclusions

The evidence is quite compelling that Teacher Corps, during its 15 years on campus, has made a substantial and lasting imprint on Metropolitan University and on the Big Town schools. Given the fact that both are large, complex bureaucracies, this is no small achievement. The direction of its influence has changed over the years in accordance with the shifting mandates of Teacher Corps. In earlier times Teacher Corps helped Metropolitan University revamp its undergraduate preservice teacher education program. More recently, it has been instrumental in helping the university to become more active and effective in inservice education--in an outreach to serving the urban schools and community. This is an unfinished task that has only begun. It is unlikely that the university will stop working on this problem when Teacher Corps is over. The Metro Center is a tangible sign of the university's continuing commitment to respond to the educational needs of the urban community. Does this mean that increased and major attention to inservice education has been institutionalized mainly as a result of Teacher Corps or that strong educational and social forces in this direction continue to prevail? Both are probable.

Explanatory Factors

Metropolitan University's officials agree that not all federal projects have been as successful as this one in making a lasting impact. What are some of the reasons that some lasting changes have resulted from this federal program, and what are the explanations when it failed?

1. Use of Regular Faculty

Metropolitan University has made liberal use of its regular faculty members in its Teacher Corps projects. Heading the list of important examples are the regular senior members of the faculty who have been the directors of the different projects, especially in the last three cycles. The current director stated that they have followed the principle that, in participating in Teacher Corps, the university would use as many of its regular faculty as possible. Two senior administrators independently confirmed this idea as follows:

> Teacher Corps has been a very strong force at MU. One main reason is that we have used more of our full-time faculty than we have in other soft money projects. This has not only enabled them to move programs forward, but it has also changed the faculty, giving them experience they would not have had otherwise.

Another one stated:

> With regard to institutionalization, it is my judgment that the key variable is the extent to which regular versus supplemental faculty participate. This has been a key factor in the strategy for staffing Teacher Corps here.

He then gave an example of another federally funded project that had relied on auxiliary staff, and there were no traces of it remaining in the department. He listed the names of faculty members who had been used. He gave another example of an externally funded project with which he had been identified in another university that had regular faculty participation and had made a lasting difference.

2. Support from the Top

A closely related reason to that just enumerated is that Teacher Corps has had the strong support of the dean and other key administrators in the university. We received widespread testimony to this effect. For example, a faculty member stated that, "The dean's support has been a major factor in Teacher Corps's success here." A key administrator in the school indicated:

> The third variable of importance in institutionalization is does it have the support of the appropriate administrators? Does it have ascribed as well as achieved status? In this case the dean, the associate dean and other policy figures have supported Teacher Corps.

The dean, at several points, affirmed his support of Teacher Corps. In an early interview he commented that Teacher Corps, "...has been a constructive force in the school. I have strongly supported it and have followed its operation in detail."

3. Value Congruence

In the later years of Teacher Corps at Metropolitan University, the values of the two have been increasingly congruent, and the forces of institutionalization have become more powerful. The dean, in voicing his strong support for Teacher Corps, indicated that one important reason was that, "Its program is congruent in philosophy and objectives with that of the school." Another senior official noted that, "It was inevitable that Teacher Corps would work collaboratively with Metropolitan University, given the similarity of their goals." In earlier times, when the pressure was on to move the development of performance-based education, especially in the preservice education program, there was some dissonance as noted earlier in this chapter. But even so, the value position of a substantial number of the faculty was sufficient to cause institutionalization of the performance-based program to take place, albeit no doubt more slowly and with fewer extremes than might otherwise have been the case had it had unanimous support in the school.

The emphasis on fieldwork goes back to the earlier years and represents a similarity of views by all concerned. An early active participant in the program recalled:

> There was a congruence between the needs of the school and what Teacher Corps wanted to do. This was mainly a reenforcement of the emphasis of on-site preparation for preservice education--that is

field-based work. This has become a permanent part of the school that stretches back for a number of years which is coterminus with Teacher Corps.

4. Organizational Motivation

Clearly related to value congruence as a force for a successful program is that of organizational motivation. Metropolitan University is an urban, private school. Its survival depends on its being responsive to the urban environment in which it exists. Teacher Corps, in formulating its program, has been closely attuned to what urban schools consider their needs to be. Hence, the school and its Division of Education are strongly motivated by those things that urban schools need, which is closely akin to the program of Teacher Corps. Working in Teacher Corps voluntarily, as does the university, is equivalent to the strong motivation of the organization to make things work in a lasting fashion.

Thus, the use of external funds contributes to the momentum of work that may be necessary to carry matters to the point of permanency. This force can work in the opposite direction too. If the temporary money is used in large amounts to pay for essential elements and no plans are developed to use regular funds to meet these expenses, then when the external funding ceases, the program fails. This is one of the great dangers in providing for such liberal stipends in support for interns. The rationale is that it is necessary to recruit low-income and minority populations to teaching, but unless some permanent source of such support can be found, and this seems to be increasingly problematical, the supply of new trainess from these populations drops off when the external funding ceases. It will be interesting to see the extent to which this happens at the end of the present program of Teacher Corps in all of the Teacher Corps programs.

5. Control of Discretionary Resources

On numerous occasions the fact was mentioned that Teacher Corps provided resources that were crucial in making something work without which things would have broken down. As one of the university officials pointed out:

> It is very important and often difficult to understand what is essential to make these projects go. Sometimes, for example, it is as simple and mundane as providing money for faculty members and for trainees for bus fare. Many of our faculty are not sensitive to these kinds of issues.

6. The Reward Structure

How has the reward structure functioned at Metropolitan University with regard to producing lasting changes as a result of Teacher Corps efforts?

In an earlier period, according to one of the administrators at the university:

> The school rewarded nontraditional kinds of things such as field service. This is in line with Teacher Corps activities. However, in recent times, the reward system has been tightened up.

This person recounted how he had been promoted during that earlier period to full professor, being rewarded for active participation in field experience. "Now, however, it is much more difficult to become tenured and to be promoted without a solid scholarly record of publications." This same official indicated that this more "conservative" trend in the reward structure had been accelerated even further since our first field visit 1 year earlier.

The dean responded to an inquiry about what had happened to the reward structure over the past 15 years, which spanned the administration of the current dean and the Teacher Corps presence with the statement, "I have tried to increase the amount and quality of research and publication and believe that we have been successful in doing so." He goes on to point out, however, that:

> This does not mean that fieldwork has been discouraged. It is our firm conviction, and we have some evidence, that some of the very best research done is field-connected. There is nothing incompatible between field activities and excellence in research.

Nonetheless, testimony from other sources pointed to individuals who had been active in Teacher Corps and fieldwork and whose scholarly work seemed to have suffered.

The faculty at Metropolitan, not unlike education faculties in many other institutions, is increasingly at the tenured full and associate professor level. The hiring of new and younger persons has slackened so that they no longer have the invigoration of these younger additions. The situation is exacerbated by the extension of the retirement age to 70, all of which, according to a senior administrator, "has hurt materially." When new persons are brought in, it is alleged:

> It has been increasingly difficult to have them participate in Teacher Corps because it is much more difficult to get tenure now, and they have so many competing pressures on them, they don't choose to work either in the Metro Center or in Teacher Corps. The dean is liberal in his interpretation of what counts for tenure, but the department chairmen, who are the key people, are much more traditional.

The reward structure operates powerfully at Metropolitan University, as several informants recounted. In the words of one of them:

> The school operates on a complete merit system. Promotions and salary increases are based on an elaborate system, with definite categories and points in each category. The candidate makes estimates, and the immediate supervisor makes estimates. There is then a reconciliation if there are differences. Every member of the faculty is reviewed every year on a merit basis.

The pressure to change the reward structure continues. For example, an official stated that:

> There has not been a very vigorous faculty development program in the school. This must be changed. We are beginning to think about it. The traditional idea has been to distribute any available salary monies solely on the basis of merit. However, because increases have come so slowly, the dean's advisory

committee on the budget has been insisting on more and more permissive funds to be allocated for across-the-board cost-of-living increases.

How these shifting forces bear upon the distribution of rewards in line with the Teacher Corps program remains unclear. The trend seems to be running against Teacher-Corps types of programs.

7. Monitoring

The dean's perspective, borne out by testimony from others in the project, is that, "We have had excellent relationships with Washington, D.C., in the Teacher Corps project, much better than almost any other of our federal programs." This factor has contributed to the university being interested in continuing participation in Teacher Corps over a long period of time which, in turn, has increased the amount of institutionalization that has taken place.

8. Mandate

The mandate reflected in the Rules and Regulations of Teacher Corps has no doubt influenced the direction of effort at the university in a number of ways: in field-based education, in competency-based education, and in collaboration with the community. These mandates can clearly be claimed as a positive force toward institutionalization. The new mandate in Program 78 for attending to institutionalization at the outset has had a noticeable effect in the original written proposals and in the actual programs as they were implemented. One of the active faculty members attested to this when he reported that, "By the end of Year 1, the planning year, we had begun to discuss increasingly our responsibility for institutionalization. This has been a continuing theme."

9. The Needs and Demands of a Changing Society

Two of the Teacher Corps mandates that have proceeded a considerable distance toward institutionalization at Metropolitan University in its educational program are competency-based education and community participatiion in educational affairs. These, in turn, are directly connected to larger societal needs and demands, particularly those of accountability and consumerism. For some time the public has been insisting that it have a larger voice in many matters heretofore considered largely to be in the domain of the "experts." The public has been calling for a greater degree of accountability on the part of the different agencies and groups that are supposed to serve their needs. Schools have not been exempt, and this pressure has, in turn, been placed on the university in its program for developments such as those reflected in the Teacher Corps mandate.

10. Interest Group Pressures

The needs and demands of a changing society, referred to immediately above, result from the formation of numerous pressure groups, for example, those related to the work of Ralph Nader. Parents of school children, especially those of minorities, have figured prominently in the past decade in calling for the kinds of changes that the schools have made and to which the university has, in its training programs, been responsive. The university can no longer with impunity send teachers into the field who have not been trained to be multiculturally sensitive and competent or who are not able to respond to the parents of the children with effectiveness. A long way remains to be traveled before these goals are reached, but university programs to move training in these directions have become firmly established. The various pressure groups have become sufficiently sophisticated and powerful to know that the university training program must be a key target for their efforts if long-range and lasting results are to be achieved.

Difficulty of Sorting Out Teacher Corps Influence

A number of informants pointed out in various ways that it is difficult to sort out the influence of Teacher Corps. Commenting on the larger changes that have taken place:

> There are multiple causations each of which is interwoven into the fabric of the institution. Teacher Corps influences the institution, and the institution influences Teacher Corps. Both change as a result.

Also, resources both local and external from a variety of sources are drawn upon in bringing about changes in the program or in the course structure.

Contradictory Testimony

The evidence strongly suggests that lasting changes in the university have resulted from participation in Teacher Corps, but there are some, especially from schools, who either "don't know" or are pessimistic. A school principal, when asked about institutionalization, indicated that he could not talk about the university, but in his own school they had already institutionalized a resource room and an information retrieval system for curriculum that had been a part of the Teacher Corps initiative. Another person close to the public schools, when asked whether Teacher Corps would have impact, said, "I really can't tell. It does in the schools, but I can't tell whether it will in the university." A more pessimistic view was expressed by another informant, this time from the university:

> Teacher Corps seems to be having some impact on the schools, but it seems unlikely that much that is going on in the school is going to influence the university. In the beginning the Teacher Corps program was focused on the revision of the teacher training, and the emphasis was on preservice education, and at that time I think the Teacher Corps had some impact on the university program. However, now that it is focusing on inservice education, it will have less impact on the university. The university is not as

> interested in inservice education as they are in preservice education. Therefore, it seems to me that the current Teacher Corps project is not likely to have much impact on the School of Education.

This is not a typical view, and with regard to the university's interest in inservice education, it is not at all in harmony with the prevailing view expressed by both faculty and administrators in the university.

VI ROLLING HILLS AND THE STATE UNIVERSITY

The collaboration between the town of Rolling Hills and the State University represents the first time that either that community's school system or the university's school of education has been involved in a Teacher Corps project.

The Town of Rolling Hills

Rolling Hills is a town of approximately 20,400 inhabitants and has not experienced the rapid growth of most other towns in the state. There is a population density of about 800 per square mile. The town's growth rate between 1970 and 1976 was only 1.1%. Ethnic minorities comprise approximately 13% of Rolling Hills' population; and the Hispanic population, which comprises a little less than 8% of the total, increased by more than one-half between 1970 and 1974. Historically, Rolling Hills has derived its livelihood primarily from light manufacturing and, to a far lesser extent, agriculture in the surrounding areas. However, between the years 1965 and 1976, the local labor market showed a shift from manufacturing to nonmanufacturing in employment patterns. This shift is largely the result of the expansion of the State University and other educational and training institutions within the immediate area. The most recent State Department of Labor statistics indicate that unemployment in Rolling Hills (as of November 1977) was 4.8% and, although this figure appears relatively low, the average family income in the area is far below the average for the state as a whole. Minorities, displaced textile workers, and immigrant workers comprise a large percentage of the unemployed.

Rolling Hills Public School District

The Rolling Hills School District encompasses a geographic area of 4.5 square miles and that contains both rural and urban elements. The district has six schools and over the past 5 years, there has been a very slight decline in student enrollment. The enrollment of minority students has, however, increased continuously. These minority students now comprise 11% of the school district's overall enrollment. According to the Rolling Hills superintendent of schools, approximately 35% of the students in the district qualify for the special lunch program. Two elementary schools, one middle school, and a high school are participating in the Teacher Corps project. The combined enrollment of the two elementary schools is approximately 800, the middle school 843, and the high school 1,513. All of these schools meet the Title I criteria.

The State University School of Education

The State University is a land-grant university established in 1881. It is located in a pleasant, rolling countryside and is only a few miles from the town of Rolling Hills. The school of education at the State University is an upper-division and graduate school; and, whereas its undergraduate enrollment has declined from 604 in 1970 to 517 in 1979, its graduate programs have all markedly increased. Moreover, there has been an increase in the number of nondegree students enrolling in formal courses; and, in contrast to the national tendency for summer school enrollment to decrease, the State University school of education summer session experienced an increase in the number of students over the past 4 years. The fact that the school of education's enrollment has remained relatively stable in recent years, also in contrast to the general declining trend in schools of education throughout the nation, has tended to result in a preservice teacher education program that has remained strong and viable. In fact, our informants have indicated that graduate teachers from the school of education continue to be in demand throughout the state and the regime. Despite an overall national surplus of beginning teachers, the school of education claims that, during the past 3 years, about 80% of their graduates were placed in education or related fields. These enrollment and placement factors alone are important in explaining why there has been no precipitous rush away from preservice education and toward an inservice teacher education model.

The school of education comprises 72 full-time, regular faculty members. According to most of our informants, the school, consistent with its land-grant origins, perceives itself as primarily a service-providing institution. Nevertheless, there is considerable disagreement as to whether the prevailing reward structure within the school is consistent in rewarding faculty service or whether, similar to many other schools and departments of education, the rewards of tenure and promotion have been bestowed largely for faculty research and publication.

Although individual members of the school of education faculty have worked in a number of communities surrounding the State University, the school had never had an institutional relationship with the Rolling Hills School District prior to the Teacher Corps collaborative program. Why, then, was Rolling Hills selected? The Teacher Corps project director suggested that Rolling Hills was selected because the community and school district represent a unique challenge to the Teacher Corps in that many of the problems associated with both urban and rural decline are to be found in that single community. There are both a large number of people that have been displaced by urban renewal and many people who are dominant in a language other than English. Furthermore, a stratum of people associated with business and higher education give the region a small but relatively well-to-do middle class. Nevertheless, according to the information in the Teacher Corps proposal, the town has the second-lowest median income in the region. "Many people in Rolling Hills hold low-paying jobs that keep them only slightly above the poverty line or what they would receive if they were on welfare." Thus, it was felt that, of all the surrounding communities, Rolling Hills came closest to meeting Teacher Corps criteria for a collaborating community. Moreover, the Teacher Corps project director informed us that they had found some excellent people to work with among the teachers and administrators in the Rolling Hills School District. The superintendent of the school district himself has had a long association with the school of education, having taught as an adjunct professor, and he was highly enthusiastic about the participation of Rolling Hills in the Teacher Corps project. A number of school districts want and need the services available from the school of education, but Rolling Hills' superintendent has considerable influence in the state, and this was a significant factor in the selection of Rolling Hills as the collaborating school district. Moreover, he said that the school district is a microcosm of the entire state and that the middle school in particular is reflective of the population of the state as a whole. Finally, Rolling Hills is very close to the school of education, and this proximity facilitates collaborative interaction.

The Proposal Initiative

There seems to be common agreement among our informants that the Teacher Corps project was initiated from the dean's office and that the dean and associate dean, with some collaboration from the Rolling Hills superintendent of schools, wrote the proposal. The present director, in his own words, was at a point in his career where he was feeling somewhat burned out; and, looking for a new challenge, he requested involvement in the program. He was, however, brought in at a later stage, after the proposal was largely complete. The dean and the assistant dean said they had intentionally shied away from Teacher Corps in the early cycles because they did not see much in the way of opportunities for staff development at the IHE level. Thus, they claim they waited until they felt that the Teacher Corps Rules and Regulations provided opportunities for the improvement of the IHE. However, the present dean sees the school of education as primarily a service-providing institution and takes his responsibilities for guiding the school in that direction quite seriously. Thus, a great many of his activities have been to guide the school toward greater outreach activities, and he has, at all points, attempted to get the faculty out into the schools a great deal more. One strong indication of this is the fact that, according to several informants, the dean advocates spending the largest portion of Teacher Corps money in the LEA and the community rather than in the school of education. In summary, then, the initiation for the Teacher Corps project came from the dean's office at the school of education, with strong, enthusiastic support from the Rolling Hills superintendent of schools. The present Teacher Corps project director came in at a later stage and, by his own definition, was short of administrative and project development experience but anxious to give his career a new thrust and direction.

One of our informants said that the State University is now in an important outreach mode, and the dean in particular reflected this opinion. He feels there are many professors who have a great deal of expertise but have not been out in the field as much as they should, for a variety of reasons.

The Leadership

The dean of the school of education had been a professor of educational administration prior to his election to the deanship. One of our informants described him as having been one of the group of young turks that have now, over time, become "middle-aged turks." As we shall see as we describe the changes initiated, the dean is very oriented toward an outreach posture for the school of education and has initiated a number of fundamental organizational changes there, most of which have greater participation by the faculty in outreach activities as part of their purpose. Almost without exception, our informants--members of the faculty and members of the LEA and community as well--were extremely positive about the dean overall and were persuaded that he was highly supportive of Teacher Corps activities. The superintendent of the collaborating school district feels that the dean is an extremely competent man and has been quite easy to work with on the policy board in the collaborative Teacher Corps effort. One informant in the university administration described the dean as very quiet and deliberate but a mover and a planner. Others described him as highly democratic and supportive of his faculty, believing that one must give people an opportunity to grow. Still another informant said the dean tended to be quite shy and noncharismatic; but, although he did not give many "warm fuzzies," he did provide the overall sense that he was supportive of attempts at change, particularly those aimed at greater faculty involvement in the public schools. In our interview with the associate dean of the school of education, he stated that the dean has been very conscious of going into Teacher Corps in order to use it as a vehicle to help achieve his overall institutional objectives.

The Teacher Corps Project Director

The project director is a senior, tenured faculty member of the school of education. He was an associate professor when he assumed the job as Teacher Corps director but was promoted to full professor after the first year of Teacher Corps operation. By his own admission, he had no prior administrative or program development experience and, in fact, was brought in late in the proposal process. He stated that he was attracted to the position because he felt that he was looking for something new in his career. This was an opportunity to try to bring about some changes for which he had seen a need over the past years. His area of specialty is curriculum and social studies. He has found the job extremely demanding and time-consuming, but also exciting and rewarding. Nearly all of our respondents felt that he has done an excellent job as Teacher Corps director, that his low profile, behind-the-scenes style has been one of the reasons for Teacher Corps' success thus far, and that a more assertive, high-powered approach would have been the worst possible way to approach the Rolling Hills School district and community. There were some early complaints that he did not spend enough time interacting with the interns, but he seems to have acted on his feedback, and, in our second site visit, the problem seemed to have been resolved. There was also some feeling in the beginning that, he had some problems with the community council, but most knowledgeable informants felt this difficulty was not primarily his fault. Besides, this situation seemed to have improved dramatically in the time between our first and second visits to the State University.

The Superintendent of the Rolling Hills School District

The Teacher Corps staff, as well as the dean of the school of education, have indicated that one strong reason for selecting the Rolling Hills school district was the quality of the superintendent. He is a graduate of the state University and has strong past associations with the university. He has taught courses in school law as an adjunct professor, and thus does not have either the awe or the resentment of the university that characterizes many public school people in university towns. One informant stated that the superintendent was so supportive of Teacher Corps objectives that sometimes he wanted to move faster than either Teacher Corps or the community council was ready to go.

The Teacher Corps Documenter and Evaluator

This young man is a soft-money associate professor in educational psychology, with a background in statistics, measurement, and psychometrics. He was promoted to associate professor, still on a nontenured track, during the third year of the Teacher Corps project. One of the important informal functions that this young man seems to play is to act as a sounding board for the director's ideas and try to get them clearly stated on paper. He has also, by his own admission, had some difficulty adjusting his quantitative evaluation background to the needs of a very fluid program-evaluation situation in which more qualitative approaches are demanded. Despite this difficulty, he appeared to be developing some interesting evaluation approaches at the time of our second visit.

The Team Leader

The team leader is a young woman who has had extensive experience in the public schools in general and as a teacher in the Rolling Hills School District in particular. She felt that she had reached a point of burnout with teaching and was ready for something new and thus applied for the team-leader job. All of our informants--the Teacher Corps director, the interns, the superintendent, and the LEA teachers--and second-hand information from members of the community council indicate the greatest respect for this young woman and the feeling that she has been one of the keys to Teacher Corps' success by acting as a troubleshooter for overcoming many of the early problems with the LEA and the community council. The interns in particular have expressed the highest regard for her and feel she is primarily responsible for the excellent training they are receiving.

The Community Coordinator

This was one of the problem areas of the new project. They had a number of unpleasant and/or unsuccessful experiences with community coordinators before hiring the present man at the beginning of the third year. He, however, has had extensive community development experience and, by all accounts, has been responsible for pulling together the community aspect of the program and getting it on track. The Teacher Corps director felt that the addition of this new community coordinator was a key move and an important addition to a staff that was now beginning to jell and make progress. The informants that we spoke to on this topic said that he has done an excellent job of coordinating the activities of the council with the LEA and of solving some of the early conflicts between the Teacher Corps staff and the community council.

The Staff Development Facilitator

A young woman was hired to fill this position in the fall of 1980. Her major responsibility has been (and will continue to be) the new Teacher Consultant Program, which we will describe in greater detail shortly. Whereas the team leader's strongest suit was her experience with and knowledge of the school district and the community, the new staff development facilitator appears to have a sensitive knowledge and insight into the workings of the university and has a great deal of political sense about where the power lies. One gets the impression that she was responsible for bringing some of the more prestigious members of the School of Education faculty into several of the Teacher Corps activities. The Teacher Corps director clearly feels that she was an important addition to the staff and is indispensible to the institutionalization of the Teacher Consultant Program.

Teacher-Corps-Initiated Changes

It is our charge in this report to focus primarily on those innovations that were initiated by the Teacher Corps program and that may become a part of the regular program of the school of education of the collaborating IHE. However, since the data for this report was gathered before the end of the Teacher Corps program, it is not possible to know in advance which of the many changes initiated will have impact on the IHE. Therefore, we will describe even those changes that have had their impact primarily on the LEA or the community to date, since some of these innovations may have some "bounce-back" effect on the school of education at some time in the future. Also, our original intention was to look at changes that had failed as well as those that had been considered a success to date. This has not proven to be a realistic task. First, since this is a new program, many of the changes have not yet had time even to progress to the point at which they might be judged a success or a failure. Second, we have found that there is a tendency among those programs that have enjoyed a moderate level of success to forget their failures quickly. That is, we do not feel that there has been any attempt to hide the failures from us but rather a tendency to push the failures into the back of the mind and to get on with the business of supporting and extending the winners. Therefore, the likelihood of any of these Teacher-Corps-initiated changes to be institutionalized at the IHE level must be a matter of judgment based on a wide variety of responses from our informants.

In our discussion of the changes, we have tried to group them under logical categories. However, it should be pointed out that the innovations vary so widely in type that the categories cannot be all-inclusive or mutually exclusive.

We will discuss the changes by categories of primary impact--that is, we will first discuss those changes that are intended to affect mainly the IHE's school of education (changes 1 through 7). Then we will discuss those programmatic changes (8 through 11) aimed principally at the LEA, and finally we will describe the impact of the Teacher Corps program on the collaborating community. First we will describe each change in as much detail as possible. Then we will trace its evolution over the intervening year between our first and second site visits. Then we will make a judgment regarding the likelihood of its surviving the termination of Teacher Corps money. Finally, we will discuss those factors that appear to have facilitated or inhibited the likelihood of institutionalization.

1. Development of a More Integrative and Powerful Organization in the School of Education

With respect to the possibility of Teacher Corps' having a lasting impact on the school of education, two of the most important changes that have been or are being introduced were not initiated by Teacher Corps but form the central thrust of the dean's reorganization of the school of education. The first of these is the so-called matrix structure, and the second is the creation of a new department of curriculum and instruction.

a. The Matrix Structure

At the time of our first field visit in the summer of 1980, the dean's matrix reorganization plan was just getting under way. Most of our faculty informants expressed high hopes for it but felt that it was too early to tell how it was going to work. According to a memo from the dean to the faculty of the school of education, the matrix structure is described as follows:

> It is proposed that two matrices be organized within the school of education. The basic purpose underlying the concept is the development of a substantive proactive posture across departments designed to further faculty interest and involvement in research, evaluation and development activities. The research and evaluation matrix will coordinate across departments interdisciplinary and hopefully funded projects in research and evaluation for local school agencies, state education agencies, the federal government and foundations. The development (service) matrix will be concerned with the identification of operating problems and the formulation of solutions to those problems in schools or other organizations: and disseminating new developments through credit or noncredit in-service education or by other appropriate delivery systems. Faculty assigned to matrices will have reduced teaching loads for the period of assignment. The matrix will in no way interfere with or modify those departmental activities that can and should be carried out independently. It is believed that the creation of the matrix structure can lead to greater cooperation among the faculty; greater organizational flexibility; more opportunities to initiate and create; higher adaptiveness to changing conditions; new foci for research evaluation and development and new opportunities for faculty recognition and achievement. In general the operationalization of the matrix is intended to start at a relatively low level of effort since resources cannot be suddenly shifted, but hopefully efforts can be expanded as resources increase and interest broadens. It is suggested that the resources of the Teacher Corps project, the Educational Resources development Center and the Community Education Center be merged to form the beginning of the development matrix.

In our first interview with the dean of the school of education, he made the following comment with regard to the matrix organization:

The old idea of one professor working in his own specialization to bring about change misses too much. We need to be able to respond much more to the field in a coordinated, planned way. In the past we have mainly been reactive rather than taking an active stance in terms of what are the demands in the field. We are a state university, and we have a large number of demands. We cannot meet all of them. Therefore, we must have some systematic way of capturing what the needs and interests are on a long-range basis and then responding in a systematic way. I created a matrix called the service matrix, which is an attempt to bring together the various specialists in the school to develop a targeted approach to what is needed on a long-range basis. The school system of this state is quite varied, and schools have widely varying needs. Thus the state university must decide on its priorities in meeting these needs. Suburban schools tend to get what they need because they have ample resources and can pay for consultant work. However, as a university, we have an obligation to all aspects and to all parts of the state, and we need some kind of a systematic design rather than continuing to be reactive. Teacher Corps is one of the crucial components in helping us to realize this service matrix. However, there is also a teacher center project at Hartmen, and we have the Mott Foundation program, which is being coordinated by the director of the community education center. We also have an educational resource development center, which has, until now, been run under the department of administration. All these will now be housed under the new service matrix. I am attempting to assign all members of the faculty to one of the two basic matrices, the other one being a research and evaluation matrix.

The new director of the recently established service matrix said:

Up until this new organization, the various centers, including Teacher Corps, reported to their respective departments. Now they report to one or another of the two new matrices. The major purpose of the matrix organization is to get cross-departmental cooperation in working on projects. For example, it enables us to use both Teacher Corps and regular dollars to respond when school districts come to us with identified needs. We can then draw persons appropriately from the different departments. Teacher Corps was not the cause of the matrix organization, but it has already begun to exert an important influence, and it has certainly been supportive of the reorganization. In my opinion, Teacher Corps' future influence lies in working through the matrix.

In our interview with the documenter/evaluator, he emphasized that the school had gone through a major reorganization and that the matrix structure, was the one thing that, in his opinion, might last because the dean had such a strong interest in it. He said that, in his understanding, the service matrix is a macroconcept in which Teacher Corps, the teacher center program,

> and several other outreach programs, including the community education center, will be coordinated. The research matrix and the service matrix are not fully independent of one another but serve as different foci for the faculty's efforts. It was his opinion that, as of that time, the matrix was still primarily on paper but that there was a good possibility that it would be implemented.

On our second visit in spring of 1981, the matrix reorganization appeared to have progressed a great deal, and faculty members seemed to be optimistic about and supportive of this new development. The Teacher Corps director, in our first interview during the second field visit, made a comment relative to the dean's reorganization of the school of education, saying that "the matrices, especially the service matrix, are getting off the ground quite well now, and this, overall, has been to the benefit of Teacher Corps." He said that some of the other components within the service matrix have adopted some of innovations introduced by Teacher Corps, and the effects are starting to spread now. "Teacher Corps is serving as a model within the matrix, providing an example for other components." The director of the new service matrix said that with Teacher Corps in the service matrix, they are able to coordinate outreach efforts. He also commented that the matrix organization makes possible some "creative financing." He gave the example of being able to find various sources within the matrix to support the staff development facilitator even if Teacher Corps funds get tight. He further stated that the Teacher Corps is a prime supporter of the matrix idea and in itself provides a number of examples of concrete implementation for the matrix notion. In our interview with the dean, he too felt that the matrix reorganization was coming along quite well and that it was even "picking up steam." The service matrix seemed to be moving even faster than the research and evaluation matrix.

Commenting on another change, which we will discuss in detail shortly, the Teacher Corps director said that the Teacher Consultant Program was working quite well, was influencing the IHE through the new matrix reorganization, and was becoming the model for the teacher center program.

This is one of the first indications that the Teacher Corps was using the matrix reorganization as a means of pyramiding resources and supporting and extending its activities. In our closing interview with the director of the service matrix, he commented:

> It is working as we had hoped when you were here last year. Circumstances have worked together fortuitously. The matrix idea has complemented Teacher Corps ideas, and the different components of the service matrix have begun to rub off on one another (that is the teacher center project, the Teacher Consultant Program, and the Teacher Corps, etc.). Thus, it is now bureaucratically easier to do outreach stuff as a result of the ground Teacher Corps has already plowed. There has been a pyramiding of resources. For example, the staff development coordinator is now working on two of the service matrix projects--the Teacher Corps one as well as one in west Hartman. Placement of the Teacher Corps within the service matrix gives it more visibility, legitimacy, and a clear authority line. Thus, Teacher Corps is not so much viewed as a departmental activity but rather as a schoolwide activity.

Given the fact that the school of education's administration is so strongly behind this innovation and that all of our faculty informants appear to be supportive, and at worst neutral, with respect to it, we would give the matrix reorganization a high probability of being institutionalized as a regular part of the school's operation. Moreover, the successful integration of this new reorganization will greatly enhance the likelihood that Teacher Corps will have some impact on the school of education that will last even after the project has ended. The important point to note here is that, by working within the matrix, the Teacher Corps project can more easily and readily share with the other service groups that make up the matrix. Thus, opportunities for dissemination and institutionalization are available within the matrix structure.

b. The Creation of a New Department of Curriculum and Instruction Within the School of Education

The other major factor in the dean's reorganization plan for the school of education was the creation in the spring of 1979 of a new curriculum and instruction department that was composed of three old departments: primary education, secondary education, and the curriculum department. The Teacher Corps project supported two departmental retreats with the purpose of assisting the new department in identifying its goals and directions in the years to come. Throughout, the Teacher Corps project has supported the development of this new C&I department within the school of education and has organized supporting sessions and activities designed to mesh the work of the faculty members in elementary, secondary, and curriculum development. Moreover, the project director has worked with faculty members in curriculum development this past year to revise the offerings in that field; and, in his opinion, some of the results of that work have been institutionalized. Furthermore, according to the project's fourth-year continuation proposal, work has begun on the development of a new instructional component in the C&I department. during this coming year, the project will continue to bring together the principals in this activity so that they can plan for institutionalization.

The Teacher Corps team leader and two of the interns outlined the field-based experience of the intern program for the curriculum and instruction department. As a follow-up to this presentation, the team leader has prepared a position paper, which includes a model for field-based activity design and supervision. This model will be reviewed by key members of the interdepartmental team. Certain intern-tested activities in the preservice program will become a model for inclusion in the regular preservice education program within the department of curriculum and instruction. One of our informants said that, although there was much "brawling and screaming" after the departmental organization, things had quieted down and maybe something more would happen. He further stated that the department reorganization, although not initiated by Teacher Corps, had the direct hand of Teacher Corps in it, and Teacher Corps money had helped it to develop. In many ways, according to one informant, this is probably the most significant change that came out of the dean's reorganization, but there are "some bruises left from the process." The department must still have a considerable amount of planning, and "Not all has been smiles in the early going." Another informant said that for all the "hubbub" over the initial reorganization, the net result had been quite positive, and the merger would not have been nearly as successful had it not been for Teacher Corps' efforts. The Teacher Corps director was one of the leaders in the reorganization and had earned a great deal of respect as a result. Also, on the first visit, the dean said that the new C&I department was no longer a political issue among the faculty, but it needed more shaping in terms of goals and objectives. It was not yet going in any new direction. He characterized the situation as "paralysis by analysis." He still thinks that the reorganization is appropriate, given the contextual factors. Another informant on the faculty said that the reorganization of the new C&I department was not easy, but it was part of the dean's master plan and a method of "saving positions," given the pressures by the state legislature on the school of education because of declining enrollment. In short, this informant felt it was the old case of hanging together or hanging separately. This informant did feel, however, that the reorganization of the C&I department has made it easier for Teacher Corps to reach people in the school districts and in the IHE. As he put it, "it's easier to talk to people in the same family."

By the time of our second visit, the Teacher Corps staff itself was no longer quite as optimistic about the reorganization. They felt that over the intervening year there had been relatively poor leadership in the department. There seemed to be a general feeling that "not much will come of the department reorganization, and there is not much willingness among the faculty to work together; that nothing really gets implemented, just a lot of position papers that go nowhere." In short, the new C&I department has no coherent direction yet. Also, it is clear that a number of personality conflicts emerged during the intervening year and have interfered with the development of a coherent direction and a sense of collegiality. Also, we learned that, during the intervening year, the dean's office was pushing very strongly for a new generic instruction program to be initiated within the curriculum and instruction department. The Teacher Corps director said that the Teacher Corps was behind this move but that it is still very early. It has not been well formulated yet, and there was some resistance among the C&I faculty. In the Teacher Corps' fourth-year continuation proposal, they indicated that they were continuing to work to bring together the key people in developing this instructional component within the new department. However, it was very far from a reality, and there was still a great deal of resistance among many members of the faculty of the new department.

All in all, it appears that the new curriculum and instruction department has been institutionalized, at least at some level, but with varying opinions regarding how powerful this new department is likely to be. Furthermore, although it was not initiated by Teacher Corps, it was certainly strongly supported in many ways by the Teacher Corps project, and its creation is important to the future institutionalization of Teacher Corps kinds of innovations within the IHE. The department appears assured of survival at some level, if only because of the dean's strong support, but the inclusion of a generic instruction component is still very problematic. The dean's comment with regard to this new organization was that this was an era of management of decline, which was one of the important reasons why the new curriculum and instruction department had not moved very much yet. He estimated that, within the curriculum and instruction department, at least one-third of the faculty have been involved in some way in Teacher Corps, but that the department doesn't always see the need for the things the Teacher Corps director wants to get started and thus may tend to resist formalization. The faculty seem to have especially resisted the instructional component that Teacher Corps has been promoting.

In summary, it is our opinion that the new curriculum and instruction department will survive but that it is still far too early to make any judgment about how powerful the new organization will be or whether the instructional component will succeed. It is clear that a great deal of

Teacher Corps' future impact will depend on both the matrix reorganization and the power of the curriculum and instruction department.

2. Increasing the Power of Inservice Education

One of the primary foci of inservice education is, of course, in the collaborating schools. In this section we will discuss those programatic aspects of an inservice delivery system that Teacher Corps hopes to have institutionalized within the IHE. Initially, Teacher Corps intended that the principal delivery system for inservice education to the school district would be interdepartmental teams. These teams were created during the planning year of Teacher Corps and comprised a broad variety of faculty members drawn from all of the departments within the school of education that were seen to be potentially relevant to the delivery of inservice education. The idea was that as the individual participant schools and teachers within those schools identified specific needs, they could call on one or more members of the interdepartmental team for the provision of those services. However, by all accounts, the interdepartmental team idea has never really gotten off the ground. Prior to our first site visit, the interdepartmental teams, according to the Teacher Corps director, had met only once. In the intervening year between our first and our second visits, the teams had not met at all, and the Teacher Corps director said that he was not planning on calling them together. The Teacher Corps director and others felt that "the teams suffer from rampant individualism" and that this had killed the idea. He believed that, collectively, the team's idea was a dead letter but that many of the individuals that comprised the teams were having an effect in the community and were quite active. "It's simply that it's been impossible to get them together as a group to coordinate activities". The dean also said that so far as the interdepartmental teams were concerned there had not been much activity in the intervening year.

The failure of the interdepartmental teams, however, has caused the Teacher Corps director and staff to rethink their position and to develop, as a consequence, a possibly more powerful inservice delivery system, which they refer to as the Teacher Consultant Program (and which will be discussed in greater detail in the next section). The Teacher Corps director said that, as a result of his experience with the interdepartmental teams, he had become more realistic. He realized that "there was not going to be any synergy, any magic coming together," and thus he had best stop worrying about those members of the team that had little commitment and no participation and concentrate instead on the smaller number of committed, active faculty and build the inservice delivery system on their strengths. One of our informants, who has worked in the schools for Teacher Corps, said that, despite the initial failure of the interdepartmental team idea, there would be lasting change within the IHE relative to inservice education because some people would do things qualitatively differently. The people involved are learning, for example, how to involve school district people in the process of deciding what they need rather than Teacher Corps just going into the school district and showing them how to do it. The Teacher Corps team leader stated that one of the problems with inservice education until now has been that

> We do not tend to give the teachers an opportunity to work with adults as much as would be desirable. We do not use the internal resources in the school district. There are many teachers who are able to offer inservice education. Instead, we tend to bring in outside experts who report in a 1-day workshop or in one lecture on one particular model technique, whereas, often, our own teachers are more effective. The Teacher Corps project here is trying to change this conception, and I think that it's now growing in the school district. Whether it is becoming or has become a part of the IHE perception I'm not at all sure--probably not of very many of the faculty.

On this topic, one informant said that, although it was too early to tell how much impact Teacher Corps was likely to have in the future, the main emphasis and impact would be to force the departments at the school of education to get out of the university and to work more in the schools with teachers and administrators. He said that there had been some beginning of this before Teacher Corps, but Teacher Corps was a major influence in that direction. "As a result of Teacher Corps, there will be more emphasis on packaging learning materials with teams of people from the faculty working together and eliminating the 1-day stands in the provision of inservice education. There will be more emphasis on getting cooperation for sustained efforts." Also, "We are trying to get away from just using formal courses as the way of helping out the school system. Most of us [i.e., faculty members] prefer to teach our courses on campus, but this is not in the future. We're either going to be led out or pushed out of the nest by the forces of the times, by the federal dollars, and by the dean."

In the first full implementation year of the Teacher Corps project, they tended to emphasize traditional course offerings. They concluded that, although the current courses were valuable, the needs of many of the teachers in the project schools were not being met. Moreover, the Teacher Corps staff did not feel the needs assessment process had fully addressed the areas that help classroom teachers meet the continual problems faced on a daily basis in the classroom. Time and effort were required for trust building to take place such that the teachers would be more willing to share their concerns and needs, take a risk, and ask for the kind of help they really needed. It was these kinds of concerns that led the Teacher Corps staff to develop the Teacher Consultant Program as the major thrust for the delivery of their inservice education to the collaborating school district.

One further observation needs to be made before we turn to a description of the Teacher Consultant Program. That is that since the State University school of education has not been hit by the same kind of drastically declining enrollment as many teacher training institutions throughout the United States, the faculty has not felt the same need to shift emphasis heavily toward the delivery of inservice education. Therefore, within the school of education, there is still some considerable debate over whether it is wise to follow the Teacher Corps lead in pushing for more concentration of resources on the delivery of inservice education. One informant, who is otherwise quite supportive of Teacher Corps, said:

> I have no firm data, but it seems to me that Teacher Corps has been pushing us heavily in the direction of inservice education and away from preservice education which many of us are still strongly committed to. In this sense I think that Teacher Corps has been an undesirable influence, given the context within which our school of education is responding to it. As a result of

> teacher burn-out, the demand for new teachers is even greater than we had anticipated. Our placement record is up, and we are convinced that we should continue to emphasize preservice education and that Teacher Corps should not cause us to lose our emphasis on this. We have been damned good at preservice education, with our teachers in demand throughout the seaboard, and we do not want to lose that.

We pointed out to him that it was mandated in the Rules and Regulations that there should be a merger of preservice and inservice education. The response was, "Well, I've certainly learned something from this interview because I did not know that this was the case; I am encouraged."

The principal of one of the participating schools said that his school was, by and large, a very conventional school and had a faculty that was quite conventional. He hoped that Teacher Corps could help to bring the university faculty in to work in the high school to overcome conservatism. He had high hopes of obtaining help from the IHE for the development of the inservice education program. All of the work thus far had been of a voluntary character through the Teacher Corps, and the results had been quite good. However, the following year they were going to try inservice education for their entire staff, and he feared that this might be more difficult to carry through with the same degree of enthusiasm as when it was voluntary. The major thrust of Teacher Corps' inservice delivery system until then had been and would continue to be the school climate and classroom discipline programs. (These will be discussed later when we discuss changes at the LEA.) Since the likelihood of institutionalizing any of the inservice delivery capacity at the IHE level is heavily dependent on the success of the Teacher Consultant Program, we will now turn to a discussion of that innovation before attempting to make any judgment about the potential permanence of inservice education.

3. The Teacher Consultant Program

The Teacher Consultant Program evolved out of the relative failure of the interdepartmental team approach to the delivery of inservice education and has clearly become the Teacher Corps project's main hope for institutionalizing an effective inservice delivery system at the IHE level. During our first site visit in July 1980, the Teacher Consultant Program was still largely in the conceptual stage. It was, apparently, conceived by the Teacher Corps director, partly as a consequence of the failure of the interdepartmental team notion. The documenter felt that one of his major functions was to help the director crystallize this notion on paper. According to him, the Teacher Consultant Program is

> to be a mechanism by which a school district, when it has a problem, will be able to funnel it into the university and then try to coordinate resources available and provide help on that problem. It is completely different from the one-day workshop or lecture. Rather it involves an ongoing relationship with the school district, working on a problem of importance to them. The major benefit to the IHE would be that it would help them to revise their training programs to be more especially in harmony with the needs of the schools. We have not yet begun to evaluate it yet because it hasn't become too clarified, but I think we're beginning to make some progress in this regard. I think that it has some strong possibilities for institutionalization, but it is still too early to tell.

The Teacher Corps director, in explaining the evolution of the Teacher Consultant Program, explained that the interdepartmental team concept simply had not worked very well. The team met three times in 2 years. There really was not much teaming; people tended to work as individuals, "and, consequently, we are dropping those who don't want to work and giving more attention to those who wish to do so." The Teacher Consultant Program is really the emerging idea. The Teacher Corps project director further elaborated the model as follows:

> The Teacher Consultant Program is the vehicle designed so that faculty and staff members at the IHE can interact with LEA staff on a regular and systematic basis. The general goal of this program is to create, implement, and institutionalize a responsive support system for site school personnel, aimed at directly affecting programs in curriculum and instruction through staff development. The idea is to use the IHE's faculty as consultants to work with the collaborating schools' faculty and administrators in identifying instructional problems and strategies for solving these problems.

This program was piloted in the spring of 1980 and was extended in the summer of 1980. The project's fourth-year continuation proposal described the specific goals of the Consultant Program as:

(1) To foster teachers' and administrators' requests for assistance.

(2) To provide the necessary assistance to support the teachers and administrators.

The categories of assistance were defined as:

(1) Technical assistance

(2) Program development

(3) Human resources development.

One example of the kind of activity that the Teacher Consultant Program addressed during its early pilot testing in the spring of 1980 is described in the third-year continuation proposal. First and second grade teachers indicated to the principal that they were having problems, but they were not able to clearly identify the problems and strategies for a solution. A consultant was brought in. Through discussions, the problem was identified and a solution proposed. The solution, the transitional first grade, was later approved by the board of education. The teachers then indicated that they wanted help in teaching listening skills to their students. The consultant then gave two workshops on listening skills. Another consultant from the school of education worked with the director of special education in the school district and with individual teachers to show them how they might work more effectively with the special child. In some cases, this assistance was actually in the form of teaching demonstration lessons. In others, it has meant making suggestions or giving information. It is expected that the consultant program will become a conduit for developing many workshops and seminars for the instructional staff. What is important about this teacher consultant model is that this vehicle:

(1) Provides an opportunity for faculty of the school of education to work with the school district's teachers and administrators in a systematic way.

(2) Allows for coordination of faculty resources.

(3) Creates opportunities for faculty to complete part of the service component of their work load as defined by the School of education.

(4) Creates opportunities for faculty members of different departments within the School of education to work together on a common problem.

Furthermore, it is hoped that the experience gained in working in the collaborating school district will serve the school of education in developing a general framework for providing services to other school districts in the state. In addition, by working within the aforementioned service matrix, the activities of the Teacher Consultant Program can be easily and readily shared with the other service groups that make up the matrix. Thus, opportunities for dissemination and institutionalization are presumably available within the matrix structure.

On our second site visit, in the spring of 1981, according to nearly all of our informants in both the IHE and the LEA, the Teacher Consultant Program appeared to be on track and coming along quite well. The director of the service matrix said the program had moved very well indeed, and the model seems to be a very good one for generalization to other outreach activities. During the preceding year, the Teacher Corps project had hired a staff development facilitator, who was primarily in charge of the development of the Teacher Consultant Program; and by all accounts she was a superb choice and was doing an excellent job. This may be one of the important pluses in estimating the likelihood of this program's surviving the termination of Teacher Corps money.

The new staff development facilitator had been working on the Teacher Consultant Program since late August 1980. She was an advanced graduate student in staff development at the school of education at the university, and the Teacher Consultant Program was her main charge. She felt that it had evolved a great deal even in the short time that she has been working in the Teacher Corps program. She believed that the process of developing this program might very well be institutionalized. In our opinion, this young woman seemed to be organizationally very aware. She knew where the power lay within the IHE, and she may be one important reason why things were beginning to happen. Moreover, she had excellent interpersonal skills. According to the director, she worked with the Teacher Consultant Program primarily through the service matrix. After 1 year, there were about 10 to 12 consultant programs working, It is clear that the staff development facilitator believed in the process of the Teacher Consultant Program and considered it a good model that could be institutionalized. And in this sense Teacher Corps has been highly instrumental in developing a process that, she felt, could be used on other things, particularly other outreach projects within the service matrix.

The new director of the service matrix, which was described above, felt that the Teacher Consultant Program was the right project at the right time. It was involving people from many different departments in the school of education, and they were seeing, for the first time, that they could work together and do outreach service and still maintain their individuality and departmental relationship. He felt that the Teacher Consultant Program's progress during the previous year was due to both the staff development facilitator's abilities and the Teacher Corps director's subtle and low-profile type of leadership. He said that this style of leadership was absolutely necessary, given the tendency of the faculty toward cynicism. ("They have seen projects come and go, mostly go.") In the exit interview with the Teacher Corps director during the second field visit, he stated that he considered the Teacher Consultant Program was their chief inservice education thrust, and that it was working even better than he had anticipated last year. He felt that it was influencing the IHE through the new matrix reorganization and was becoming a model for the teacher center program, also housed under the service matrix.

During the year between our visits, the Rolling Hills School District hired a director of curriculum and instruction, and several informants felt that the creation of this position would be critical to the institutionalization of the teacher consultant model since, in their opinion, many processes can be facilitated through that role.

Unfortunately, both informants felt that the person holding that position at was weak and was having serious problems defining her role. Consequently, there have been conflicts over responsibilities. Nevertheless, the establishment of the position itself is the important point. Our informants on the Teacher Corps staff felt that the establishment of this position would be a long-term plus for chances of institutionalization, both at the IHE and at the LEA. But the current problems with the position incumbent have had a short-term negative effect on the Teacher Consultant Program.

On the basis of the comments from our many informants, and based on its concrete progress during the past intervening year, we feel that this inservice delivery system has a reasonably good chance of surviving in some form after Teacher Corps money is gone. The primary reason for our optimism is that it is an excellent example of an intelligent pyramiding of resources--that is, by incorporating the Teacher Consultant Program within the dean's newly formed matrix organization, it can be assured of some level of support from the school's regular budget even after Teacher Corps funds are terminated. Moreover, the Teacher Consultant Program appears to be touching more of the faculty than did the old interdepartmental team notion and seems to be getting more faculty out into the schools, working on projects that they report as providing positive and rewarding experiences for them. Thus, the likelihood is increased that they will continue this mode of service even after Teacher Corps. One of our informants on the Teacher Corps staff concluded, "We are depending heavily on the Teacher Consultant Program innovation to carry the mail. It is our main hope for bringing about some lasting difference in both the LEA and the IHE."

4. Attempting to Increase the Field Aspects of the Regular Preservice Teacher Education Program

During our first site visit in the summer of 1980, the Teacher Corps project director said that this was possibly the most important task the Teacher Corps project has set for itself. But at that time he felt that it was still in a very early stage with respect to getting incorporated into the regular teacher education program within the school. "I think there is still a great deal of work to do here." In that first interview he indicated that he believed that the new curriculum and instruction department would be the chief vehicle for accomplishing this more field-based preservice program. Moreover, he and the rest of the Teacher Corps staff were hopeful that "the Teacher Corps Internship Program would provide a successful and active model that would influence other faculty members within the curriculum and instruction department in their thinking about alternative ways for training new teachers." The major approach of the internship program is to attempt to match interns' skills and goals with target school and community needs. According to the Teacher Corps Director, the plan for the program focuses on projects and activities designed by the intern team itself; and so far the most successful intern projects have involved well-planned activities, designed to enrich or assist already existing programs within the target schools. The interns each have individualized master's degree study plans and thus have university schedules that are different from those of other preservice master's degree students within the school. The team leader's function is to coordinate, supervise and evaluate all of the interns' activities. She also works with the faculty of the school of education in the cooperative supervision of the student teaching experiences.

During our first field visit, we interviewed all of the interns and found them to be, without exception, extraordinarily enthusiastic about their intern experiences. One intern went so far as to say that he was receiving what he felt to be "the best possible teacher training." They felt that the field aspect of their program was outstanding. However, all, without exception, believed that the university portion of their training was not much different from any of the other teacher education M.A.s and that this had been a disappointment to them. They all felt that the key to their powerful experience in the schools had been the creativity and commitment of their team leader, who, according to them, had been highly imaginative in developing powerful activities for them. One of the interns stated, "My M.A. program is pretty much the same as that of any other student except for the work out in the schools. There is nothing unique about it. I thought there would be, and I am a bit disappointed. I do not see the Teacher Corps program making much impact on the M.A. degree at the school of education, although I wish very much that it would." The principal at one of the target schools said, with regard to the quality of the interns, "The interns have worked closely with the children. They are dedicated, young, bright, and have made an impact on the community already." Another informant close to both the IHE and the community council felt that "The interns and the team leader's handling of them was one of the real bright spots in the Teacher Corps program. I feel that the interns have helped more than anything else in winning over the teachers in the community to Teacher Corps and to greater university involvement in the schools."

By our second field visit in the spring of 1981, the Teacher Corps director indicated that his hopes for institutionalizing a more field-based preservice education program were in many ways dependent on the success of the new instructional component in the curriculum and instruction department. His hope was that, during the coming year, the project would continue to bring together the key principals to plan for the institutionalization of this new instruction component. The intern team leader and two of the interns presented to the C&I department an outline of the field-based experiences of the intern program for the department's consideration. The team leader followed up on this presentation by preparing a position paper, which included a model for field-based activity design and supervision. The possibilities for inclusion of certain intern-tested activities in the preservice program were being discussed, and recommendations were to be made to the curriculum and instruction department and to the director of student teaching for possible inclusion in the regular preservice education program. Nevertheless, most of our informants were not optimistic about the likelihood that this would occur in the near future. The dean of the school of education himself did not believe that there had been much impact of the Teacher Corps internship program on the overall teacher education program within the school of education. (But he was not sure that this was the proper way to go about trying to change the teacher education program in the first place.) Another informant felt that, gradually, the Teacher Corps internship model was beginning to influence the thinking of the curriculum and instruction department about a new model for organizing teacher training courses, but that any full inclusion of this model was still far off. Another informant said, "The Teacher Corps program is raising questions relative to the regular M.A. program. The people involved in these programs are now beginning to ask questions like: is there now a better model for running a teacher education program, including a practicum component?" The timing may be right for some useful change here. Another informant, knowledgeable of both the school of education and the school district, said that one of the most powerful potential benefits of Teacher Corps to the IHE would be if it would help them to revise their training programs to be more in harmony with the needs of the schools--that is, more field-based--but felt that there were many areas of resistance within the school to the adoption of this model.

It is hard to judge the likelihood that the field-based model will be institutionalized, and survive the termination of Teacher Corps. In favor is the fact that the dean is very supportive of such a program, as is the director of preservice education. Furthermore, there will be a number of faculty members who have worked directly with Teacher Corps who will be promoting this new model within the curriculum and instruction department, even after Teacher Corps departure. Inhibiting the likelihood of institutionalization is the fact that Teacher Corps has found it extremely difficult, if not impossible, to negotiate credit for the intern's community experiences. The university seemingly has resisted to the notion of giving regular credit for this type of field-based experience. As of our last field visit, the Teacher Corps director and the documenter felt that the likelihood that this innovation would be institutionalized after the Teacher Corps program was over is uncertain at best.

5. Changes in the Reward Structure at the IHE

During our first field visit, the dean stated that one of the important changes he was attempting to make in the school was to change the university reward structure. Most universities are very rigid with regard to their conception of load, promotion, and tenure.

> We are, however, relatively free to do what we want to do in this regard, and we are not being bound by collective bargaining, although we are bound by tradition. I'm trying to formalize some of the more liberal kinds of things that have happened so they can get into the structure and will not simply depend on the good relationship that I now happen to have with the university administration. The good things that we have been able to achieve thus far are more personal rather than institutionalized. I have hopes that Teacher Corps can help me do this. One faculty informant said that although the reward system in the school of education was a conventional, ground-up system, proceeding from the departmental committee on up through the total structure, "The dean has a healthy attitude toward promotion. While publishing is okay, it doesn't have to be too extensive. He's more interested in a balance between research, service, and teaching. The vice president of academic affairs is much more publication oriented." Another faculty member, who has worked with Teacher Corps, said that for most of the 13 years that she had been on the faculty, "Those of us who worked out in the schools were not as highly regarded as those who did quantitative research. Now, however, we are all full professors, and the reward structure is not as binding on us. Moreover, the new leadership is placing far greater emphasis on working in the schools and providing a number of dollars for rewards to help us, and this has been very useful." A number of faculty informants during this first visit were persuaded that the dean was quite serious about attempting to orient the reward structure toward the land grant service provision model that he has of the school of education, and that, although he still highly encouraged published scholarship, he was determined to provide rewards for outreach kinds of activities among the faculty. Moreover, several other faculty informants felt that "research at the school of education does not necessarily mean the traditional, quantitative research but might also include much more qualitative work related to field service." Nearly all our informants believed that the current dean was far more interested in providing rewards for service than the past Deans have been. One of the indications that this is indeed the case is the fact that the present Teacher Corps director was a tenured associate professor prior to accepting the position. However, he was promoted to full professor after his first full year as director of Teacher Corps, and both he and the dean believed that the Teacher Corps experience had contributed to his promotion. Furthermore, the documenter and evaluator was promoted from assistant to associate professor during the third year of the Teacher Corps program.

During our second field visit, we asked the dean whether he felt that he had succeeded in his avowed intention of reorienting the reward structure of the schools toward more service and teaching. He responded that he was just beginning to be somewhat successful in turning around the reward structure. Another faculty informant said that, in his opinion, it was very unlikely that Teacher Corps would be able to touch what he referred to as the "real superstars." He quoted several names of members of the faculty who had published heavily. He said, however, that Teacher Corps might really be able to affect the young, rising stars who are still hungry. He felt that it was crucial to break the either/or reward structure within the school--that is, "Young professors have to see that they can get rewards from field experience also, but that they need to use this field experience as an opportunity to do research and to write up the results of that research." Also on our second visit, the dean characterized the "institutional personality" of the school of education as being not strongly oriented toward research, only about one-quarter of the faculty having been involved in publication of research. He felt that the heavy emphasis was on teaching. Thus, he felt that Teacher Corps goals and the institutional norms of the university school of education were highly congruent. Another faculty member believed that the structure tended to reward service in training. A balance of scholarly productivity was expected, but Teacher Corps participation was indeed rewarded. He also felt that the Teacher Corps norms and the school of education's norms were highly congruent because the university is a land grant college that sees its school of education's major function as providing service to the state. Still another faculty member said, "I feel that the university is a much more open atmosphere for change than, for example, Stanford would be. There are more opportunities to do things. The reward structure does emphasize research, but not as much. Other things come into it as well. There is no negative weight to services. There is at a place like Stanford." He also felt that the university was much more supportive of the kinds of outreach things that Teacher Corps attempts than a more research-oriented university would be.

The director of the service matrix commented that the university lives in the shadow of the great private eastern universities. Consequently, it has been hard to develop a unique state university identity, but they are now trying to define themselves in terms of teaching and service. The teacher graduates from the school have been for some time, and continue to be, in demand in the East, and many of the school's professors work out in the field. The dean is trying to coordinate that aspect more. "Research is the weakest area of the university's school of education, but then it is not as stringent a publish or perish aura as is the case in many other schools of education." In our final exit interview, the Teacher Corps Project director said that the school of education is not heavily research oriented and that, fortunately, scholarship is seen as comprising more than just publication.

However, there were other members of the faculty who disagreed. One said that the reward structure comprised of the three typical areas teaching, research, and service, but that "when push comes to shove, the real payoff is in the research." Several other informants voiced the opinion that, although service is more important in the reward structure at this school of education than in many other places, in the final analysis research and publication are what counts when it comes to promotion and tenure. Another faculty member, who has worked with Teacher Corps projects, said that, within the IHE, there were very few if any rewards for service types of activities. In our opinion, reorienting the reward structure so that faculty members, particularly young faculty members, see more systematic rewards in service types of activities is crucial to the institutionalization of many of Teacher Corps' objectives. Thus, although this change certainly has not been initiated by the Teacher Corps project, it is strongly supported by Teacher Corps and Teacher Corps is highly dependent on its success. The indications are that the dean is quite sincere in attempting to bring about this change of orientation in the reward structure within the school of education and that things, are beginning to change though perhaps slowly. However, there is still the crucial and unanswered question as to whether this change initiated within the school of education will be able to influence the more traditional, conservative and inflexible areas of the university government, namely the office of the academic vice president.

6. Changes in the Attitudes and Behaviors of Individual Participants

There was a widely shared feeling among all of our informants, both in the faculty of the School of education and in the school district, that the most important change that had occurred in the IHE as a result of Teacher Corps was in the attitudes and behaviors of individual faculty members who had, in some way or another, been involved or touched by Teacher Corps. One of our faculty informants said, "There may have been a fair amount of individual change, though there is still very little institutional change at the IHE." The dean himself felt that "so far, there has mostly been attitudinal and motivational change with individual faculty members," that institutional change, if it came at all, would come later. Another informant said, "Some individual people on the faculty have changed as a result of Teacher Corps. They may be starting to think about some issues that they had not wanted to face before. I feel that many faculty members may now be interested in Teacher Corps kinds of things but on an individual, entrepreneurial basis, not on an institutional basis." One of our informants on the community council felt that many more professors from the school of education were now involved in the school system as a result of Teacher Corps. Their attitudes were now oriented far more toward outreach activities, and, in her opinion, this will last after Teacher Corps is gone. "This change in attitude has tended to humanize the university faculty for the community. This has meant that the community is much more likely to be able to use the school of education--that is, the university faculty--as resources for their own needs." One other faculty member also felt that, as a result of Teacher Corps, attitudes within the school of education had changed to the point that many more people were willing to work out in the school district than before.

There was a widely shared feeling also that the Teacher Corps Project director himself would be "a quite different individual as a result of Teacher Corps and would play a greater leadership role within the school of education in the future," even after Teacher Corps is gone. Still another informant said that the Teacher Corps project had already had an important impact on the project director's leadership in program development. The dean felt that the Teacher Corps director had changed in important and positive ways as a professor. Another faculty member said that the director, as a result of his Teacher Corps experience, had become a more dynamic teacher; consequently, our informant will be sending far more of his M.A. students to classes that the director will teach.

The Teacher Corps project director himself felt that his involvement in Teacher Corps had changed him. He said that he had been a bit burned out. He was really ready for the new opportunity, and he loved the challenge and the excitement of his involvement with Teacher Corps. He believed that he would be a much stronger leader and program director in the future as a result of this experience.

A number of people involved in the new curriculum and instruction department felt that attitudes toward collegiality had begun to develop as a result of Teacher Corps, "that there is beginning now to be some pulling together as a result of Teacher Corps' influence." One of the school district's administrators, who has been involved with Teacher Corps, said that, "as a result of Teacher Corps, professors have become much more involved in the public schools in a way that they have not been before. This has come to be considered a regular part of their university work and that if this attitude change can last among the faculty, it will be an important contribution by Teacher Corps to a lasting interactive relationship between the university and the school system." Several of the interns felt that the main impact that Teacher Corps would have on the university school of education was on the professors who would be getting out into the schools more and, as a consequence, will be able to operate a much better program than if they were not in the school district. They will, hopefully, be much more practical in their approach. One of the interns indicated that the teachers in the school district believed that many of the professors who had been working in the district on Teacher Corps activities had changed their outlook dramatically in the way they approached both inservice and preservice education.

One other school of education faculty member sounded a more negative note, however:

> I feel that one of the problems is that Teacher Corps has not asked for very much involvement by the IHE faculty and that therefore there is a low sense of ownership by the faculty. They have never perceived it as something they had a stake in. They were never really informed as to what Teacher Corps was supposed to do. Thus, I feel that Teacher Corps has reached very few individual faculty members with the exception of the director himself.

He felt that the Teacher Corps director had recruited too many of his program staff from outside the university and the school of education and that, in consequence, many of the faculty members did not really know about Teacher Corps and had not had their values and attitudes changed as a result of it. They did not see Teacher Corps as anything that should be institutionalized. In short, this faculty member felt that, although Teacher Corps may have had a positive effect on the attitudes of relatively few members of the faculty, it could have had a far more widespread impact if it had more actively recruited faculty involvement. This same faculty member made a final comment that, even if Teacher Corps had been more successful in changing individual attitudes, these attitude changes would not persist after Teacher Corps was gone unless some important structural changes had also occurred within the school and the university. He gave as an example the fact that attitude change alone would not be particularly important if they were not also able to bring about some important changes in the Curriculum and Courses Committee of the university, which tends to be very conservative and provides very little space or encouragement for the Teacher Corps' kinds of goals. Thus, he felt that Teacher Corps seemed not to have had any effect on the overall direction of the IHE.

After speaking to a great number of informants over two site visits, it is our own conception that Teacher Corps' presence in the school of education has been at least partly responsible for important changes of attitudes among those faculty members who have been directly involved with the interns or in outreach types of activities in the school district, but that, so far, this attitude change has not spread widely to those members of the faculty not directly involved. The influence has been primarily concentrated within the C&I department and, to some lesser extent, in special education and administration, but people in many of the departments of the school of education are virtually unaware of the fact that Teacher Corps exists, or at best they are aware that it exists but don't know really what it is all about. Nevertheless, in our view, Teacher Corps will have been responsible for changes in attitudes and behaviors among a sufficiently large number of faculty members in the school of education to create a cadre of leaders interested in maintaining Teacher Corps kinds of activities and norms even after the Teacher Corps project is terminated. It seems to us that the two most important factors with respect to facilitating further attitude change in the direction of Teacher Corps goals and norms will be, first, the Teacher Corps staff's ability, through the remainder of the program, to recruit fuller participation by previously untouched members of the faculty of the school of education, and, second, the dean's ability to bring about those avowed changes in the reward structure of the school in such a way that they will provide systematic reenforcement for faculty participation in outreach types of activities. Probably nothing more effectively changes attitudes than being rewarded for making the change.

7. Advancing a Multicultural Education Emphasis in the LEA and the IHE

It is intended that this Teacher-Corps-promoted change will have impact in both the IHE and the LEA. Given the multiethnic composition of the Rolling Hills school system and community, multicultural education is one of the major thrusts of the Teacher Corps project. Multicultural education is being promoted primarily through the school climate program (which will be discussed next) at the high school. According to the third-year continuation proposal, particular attention to this area will be given in the activities developed by the race/culture subcommittee. Also, staff members of the LEA and the IHE have been supported to attend lectures and conferences on multicultural education. A team of LEA and Teacher Corps staff attended a network working conference on multicultural education. During our first site visit in the summer of 1980, some of the most creative and exciting work being done in multicultural education was being done by the interns in a folk tales activity that had been the idea of the team leader. One of our intern informants said:

> One of my projects has been multicultural education. Two of us especially have been telling folk tales to the children, doing puppetry, work in arts and crafts, and so forth. It's been making a big impact on the students. We've been working with students especially in the sixth grade and in the middle school. My work in the high school has been mainly in bilingual education, which is my field. We need to develop a bilingual program, but it should not be segregated. We're trying to get the students integrated with the others. We've also tried to work with the community council to work in a bilingual program. We haven't made too much progress on this yet.

Another intern said, "I have appreciated particularly the outreach thrust of the project and the interest in multicultural education. However, I have been terribly disappointed and dismayed to find the absence of any concept about multicultural education within the schools in the district." This same intern also stated, "The children have been fascinated with the folk tales and with the dramatic work of the mimes materials that we have been developing." When asked if this kind of work would continue when Teacher Corps money disappeared, she responded:

> I couldn't possibly tell. They have a bare-bones budget here in the community, and the community is pressing for basics. Whether these artistic materials will continue or not is very doubtful. They need it, though, because there has been some racial conflict, and I'm not sure how they are going to be able to deal with it. I started my work here in a middle school and have had some experience in the high school, and I have found that racial conflict is running rather strong in this community. My own daughter has felt it in the elementary school." We asked her whether she felt that the multicultural education emphasis had had any impact at the university level. She said,"I can't say much about that. The Teacher Corps office at the university

> knows about the program, but I can't see any evidence that anybody else in the school of education knows about it." In our exit interview on our first site visit, the Teacher Corps director was not overly optimistic about the future of the multicultural education thrust. He said that they had had difficulty fulfilling their promises to the Puerto Rican community, and that, although they would attempt to give more attention to multicultural education in the coming year, they were not sure they could do it.

However, by the time of our second site visit a year later, the Teacher Corps staff was much more optimistic about the progress they had made in multicultural education. At that time the Teacher Corps project was in the process of undertaking staff development aimed at classroom teachers K through 8. The focus of this program was to assist teachers in the development of classroom activities and attitudes that reflect multiculturalism. The program began in March 1981. Their goal was to prepare a cadre of teachers who would serve as expert resources in each of the school district's elementary schools and the middle school by June of 1981. Also, they hoped that a collection of relevant materials and activities would be available for the use of classroom teachers by September 1981. Their fourth-year continuation proposal stated:

> The project is committed to implementation of a program in education that is multicultural because of three project constituencies: the community members, LEA faculty and the IHE faculty. The planning stage of the program, LEA/community training, is complete. A staff development program to train teachers and community representatives will commence in the spring. The initial activity is a 2-day retreat that focuses on communications skills and self-awareness. The next phase is a series of seminars designed to expand the participants' knowledge of minority culture. The third phase is a five-day session to develop multicultural classroom materials and to plan staff development activities for the coming year. An IHE representative will participate in the program, and IHE faculty members will conduct four of the seven seminars.

Using the Teacher Corps program budget as a base, the group was to plan consultant days, individual faculty sessions, classroom demonstrations, and materials sharing. The group had already been trained in a series of awareness and appreciation programs and will share their expertise formally and informally. It was hoped that this program would also have impact on the faculty of the IHE. As planned, the multicultural teacher training program for practicing teachers in the school district will be reviewed and evaluated by an IHE committee consisting of the assistant dean and two faculty members. Working with Teacher Corps staff, the committee will revise and adapt the program for possible inclusion in the junior-year preservice experience at the IHE.

During the entrance interview with the Teacher Corps director during our second site visit, he stated that one of the most important things that had happened since our previous visit was that the multicultural education aspect was beginning to move well. He said that the next stage was to initiate a program of weekly seminars bringing well-known people in the field in from outside. This aspect was still in the discussion stage, but the director is very hopeful. Both the Teacher Corps director and the associate dean pointed out that the impending review by the NACTE was bringing pressure to bear from outside to begin to move more aggressively on incorporating multicultural education into the IHE's regular program. The associate dean felt that the fact that the review was coming soon and the fact that Teacher Corps was pushing multicultural education made programmatic changes in the area of multicultural education within the school of education structure very likely within the next year or two. Another informant, an IHE faculty member who had otherwise been somewhat critical of Teacher Corps, said that he was willing to admit that Teacher Corps had created a quite positive climate in the IHE, particularly in the bilingual and multicultural education areas even though they did not have much concrete to show for it. He felt that Teacher Corps had contributed to the possibility that the school would do something in those areas. It appears to us after our two site visits that the multicultural education component is slowly but progressively becoming incorporated into the regular program of the school district and that the interns have had a major impact in this respect.

However, it is still highly uncertain as to whether this component is getting into the bloodstream of the school of education itself. The staff development facilitator, who seems to us to have good insights into the workings of the IHE, said that work in multicultural education had just begun developing well at the IHE level, but it was not going to come free--it would cost money. And she was not at all certain that it had reached the stage where it would be included in the regular school budget once Teacher Corps funding ceased. Moreover, she was concerned with what kind of support Teacher Corps would be able to provide after the funding cuts during the coming year. In favor of the possibility that multicultural education would become institutionalized in the IHE, however, is the fact that, according to a number of our informants, both the dean and the associate dean are determined to go in this direction. Thus, the dean sees it as a situation wherein Teacher Corps is helping to create a climate for him to do the kinds of things that he wanted to do anyway in preparation for the NACTE review.

8. Increasing the Quality of School Climate, Particularly in the Secondary Schools

The school climate program comprises Teacher Corps' most important thrust in the school district, including within its definition the multicultural education program already discussed and the school discipline program, which will be discussed next. In their third-year continuation proposal, the Teacher Corps staff defined school climate as the quality of human interaction in the educational process, in particular, the need for:

(1) Communication at all levels.

(2) Standards of discipline as they relate to individual and group behavior.

(3) Understanding and appreciation of different cultures and lifestyles.

(4) The involvement of the community in the process of education.

(5) A curriculum that meets the needs of all students, both in the present and in the future.

This program was begun in the district high school in the first implementation year and then extended to the middle school during the second implementation year. Through the efforts of communication consultants, activities aimed at improving relationships between students, faculty, and administration were developed. Both met with groups of students, teachers, parents, and school administrators. On the basis of these meetings a specific set of recommendations for improving the climate at the high school was developed. Two of these, the Make Rolling Hills Better project and the Puerto Rican Organization Program, were both implemented primarily by the Teacher Corps and supported by the Teacher Corps interns. Moreover, with the help of one of the consultants, the high school is attempting to develop mechanisms to improve communication between and among students, teachers and administrators, and parents and community members. Five student-teacher-administrator teams were formed:

(1) Communications team

(2) Classroom climate team

(3) Renovations team

(4) Race and culture team

(5) Fun and games team.

According to the third-year continuation proposal, each team had met once to develop goals and objectives and time lines to achieve the objectives. In addition to the five teams, there was a steering committee to coordinate the activities of the teams. The five teams were to serve as the nucleus of an ambitious program that would utilize existing staff and resources to improve the school climate. Teacher Corps had hopes that this structure would continue after Teacher Corps is gone. Upon our return a year later, we found that only one of the five teams, the classroom climate team, continued to function as a separate group. According to the fourth-year proposal and our interview with the team leader, the high school principal decided that the best way to institutionalize the work of the remaining groups was to have the teams absorbed by existing structures within the high school. Since that time, some of the drive had been lost in some of these groups while others are still moving along quite well. The classroom climate team, which is the the only group that is made up entirely of faculty members, was continuing its efforts toward improving staff morale.

In addition to the work of these five teams, work in school climate has continued in other areas as well. One of the major events sponsored by Teacher Corps at the high school this past year was the race/culture retreat. Nineteen people participated in the retreat. The major purpose of this retreat was to help each person participating to examine his or her own prejudices or attitudes toward minority groups or individuals and learn techniques of working with others and dealing with problems in prejudices and racism. Institutional racism at the community high school was studied and examined. After realizing that this does exist at the high school, methods of eliminating it were discussed. Another important part of the retreat was the development of facilitation techniques and techniques of confrontation.

Also during the year, the first leadership training program was held at the community high school, and the second leadership program was held. The programs were planned by some members of the Teacher Corps staff. In one of interview with the team leader, she said that the activities of the high school race/culture team were serving as a model for the overall school climate activity. The various committees were all at work on projects, coordinated by a steering committee, which had representation from each working group. The community council and community coordinator have continued to support these committees. The council has agreed to assist with resources for a student leadership conference as well as two developmental workshops in a second conference during 1981-82.

At the time of our first visit, and according to the fourth continuation proposal, a committee made up of high school administrators, staff, students, and community members was at that time being assembled to monitor, advise, and stimulate the climate activities. Major activities during the year included a week-long cultural fair, a 2-day student leadership conference, continuation and review of the newly begun student cultural awareness group, development of a parents' committee and a joint community council/race culture team workshop on communication. The Teacher Corps school climate coordinator at the high school was responsible for monitoring all these activities and for serving as liaison with the project staff, the community council, and other major role groups. Again, according to the fourth-year continuation proposal, the thrust of the school climate activity by the Teacher Corps project will be twofold. One, centralization under a new steering committee will be developed and supported for the purpose of improving communication, sharing resources (within and outside the high school), and intervention; two, the project will provide resources and leadership from community members, the staff, and others for project activities (multicultural education, staff development, the IHE service matrix, evaluation activities, etc.). The difficulty in institutionalizing earlier school climate activity was, they felt, at least in part of the isolation of the working groups from support resources in other parts of the high school and/or the project.

Everyone on the Teacher Corps staff felt that the school climate project was possibly their most successful effort so far in the school district. They felt that it was in a position to accomplish its goals, particularly now that it was better positioned to use the resources of the school system and the community as a whole. In our view, the school climate program seems already to be becoming institutionalized within the community high school. Not only the Teacher Corps staff but all the high school administrators, teachers, and interns that we talked to felt the program had been quite successful, and administrators in particular indicated that these activities would be continued as part of the regular high school program even after Teacher Corps was gone. However, this program probably is having and will have little impact on the university school of education, primarily because it is not the kind of project that had the IHE as its intended target the IHE in the first place. Moreover, the project has utilized primarily outside consultants, as well as members of faculty who are already working in the school district in one capacity or another.

The school climate activities in the collaborating middle school will be discussed under the next change since their impact has been mainly in the area of school discipline.

9. Improving Discipline Practices in the School District, Particularly in the Middle School

In our entrance interview with the Teacher Corps project director during our first field visit, he stated, "One of our very successful projects in this last year has been to work with school faculty at the middle school in determining what can be done to improve discipline. We moved in a very short period from antagonistic disciplinary policy to new codes schoolwide that have been approved by the principal, teachers, and the central board of education." We asked, if Teacher Corps had received any help from the university on this project. He said, "Yes, some from the associate dean, who works in the field of discipline. Also, the teachers were paid a stipend from Teacher Corps dollars to work on the project; and the team leader was made available as a staff person, and this was one of the things that made a big difference between success and failure." Later, another informant said that there had been a major problem in the middle school in that the teachers and the principal were "at sword's point." Teachers were having difficulty working with the principal, and, according to one of our informants, the principal was vetoing most of what they considered to be their creative efforts. It was a real impasse, according to the Teacher Corps team leader. However, she said, "Through careful planning we have been able to resolve the problem."

Later, when we asked the superintendent of the school district what had been some of the most successful efforts of Teacher Corps, he said that, with respect to the possibility for institutionalization,"The discipline program in the middle school and the high school will last. It is already making an impact, and we will continue to follow up on it. There will be two inservice days on discipline this fall. The middle school principal is not as enthusiastic but will be brought along with the other schools and hopefully develop some enthusiasm." The faculty member who was mainly involved in initiating this work in school discipline made the following comment about the beginning of the project. He said, "I worked with the teachers, who wanted to increase the capacity for teachers to discipline youngsters and get them to listen. This had been a big problem and a strong need expressed by the teachers. I began work by listening to what the teachers said, then came back frequently and worked in an informal way with them. I visited their classes, modeled teaching for them, and this worked into an excellent project." The superintendent said that this teacher was going to be coming back in the fall to do more of the same kind of work and felt that it had been beneficial, not only to the school but to the faculty member as well, that it had "really opened her eyes to the practical problems that teachers faced in schools."

The accomplishments of the school discipline project have been particularly noteworthy at the collaborating middle school. Here the efforts of the Discipline Policy Revision Committee reached the implementation and institutionalization stages. In the spring of 1980 a discipline code was developed by committees of teachers at the middle school. This development process was facilitated by the Teacher Corps team leader. In addition to facilitating the meeting, the team leader led a workshop on student discipline. According to the fourth-year continuation proposal and according to our interview with the team leader, the code was developed with extensive input from staff members and administrators at the middle school and was translated into Spanish as well. Then the committee held a meeting to discuss the process of orienting teachers, students, and parents to the new code. Prior to the opening of school in September 1980, the code was distributed to all staff at the middle school. The new code was presented and discussed on orientation day, one day before the beginning of classes. As a training mechanism, Thursday and Friday of the first week of school were devoted to a workshop on assertive discipline technique. To ensure parent awareness and participation in the implementation process of the new discipline code, a copy of the code and a note requiring the parent to "sign off" on the code were sent home with the children. After the orientation session and the initial implementation work, the committee met regularly to accept feedback on the effects of the code and to consider revisions of the code based on that feedback. So far, according to the Teacher Corps staff, both the formal and informal feedback on this new discipline policy and its implementation have been quite positive.

Again, it is our view that the discipline program is one of Teacher Corps' successes in the school district, and it may, in addition, have some indirect effect on those members of the IHE faculty that have been out working in the schools on this topic. A number of the teachers and principals that we talked to felt that a number of the IHE faculty had had their eyes opened to some of the hard, day-to-day problems that confronted the teachers by their experience in this discipline program.

10. The Mathematics Education Program

According to our first interview with the Teacher Corps director, one major collaborative effort that has been successful has to do with the mathematic education work of one professor from the mathematic education center at the university. He has developed a curriculum team that had made a major impact in the classroom. "It has caused the teachers to have a fundamental shift in their attitude toward the curriculum." This is the one effort that has really made a major difference in the school thus far, according to him. Later we spoke with this professor, and he felt that he had been quite successful in developing his math program in the school district. He is basing his work on the work that he has done over the past 10 to 15 years with another school district in the east. He is planning to develop a whole new curriculum for mathematics, kindergarten through twelve, based on training local persons to be diagnosticians and providing teacher leaders to help with inservice training. The work is based on the concept of a mastery curriculum in which all the students are divided into three groups: slow, talented, and regular. He demonstrates and models how the curriculum should be taught with all groups and then has the teachers engage in inservice education. This teacher retired right after our visit, but he planned to carry on his work with the schools for the next 2 or 3 years. Everyone in Teacher Corps and many of the administrators and teachers in the school district considered this to be probably the most successful project initiated by Teacher Corps in the schools thus far. Goals of this mathematic education program are:

(1) To create a cadre of clinical mathematics teachers skilled in the content and instructional psychology of school mathematics.

(2) Simultaneously create curricula in mathematics to serve the average learner, the gifted learner, and the special needs learner.

During the spring of 1980, a mathematics curriculum committee was formed. The committee represented all elementary and middle school teachers of mathematics. The head of the mathematics education center at the university then met with the members of the committee several times during the summer of 1960. A 3-year plan was agreed on by September 1980.

In addition to the curriculum development aspect of the program, the committee members set the goal of developing clinical teaching skills--that is, the understanding and application of instructional psychology to the teaching of mathematics. The week following the end of school in June 1981 was devoted to the development of these skills. What is important to note about this program is not just the outcome but that it is clearly part of the planning process. The clinicians are already part of the system and will be there, according to Teacher Corps and the people in the school district, when the Teacher Corps project ends. Moreover, the school system has made a verbal commitment to recognize the importance of the math clinicians' work by releasing them to attend committee meetings and paying stipends for their work in June and after school.

In terms of the practical accomplishments of the mathematic education program, there is hope that they will have a great deal of concrete accomplishment to show for their work. By the third week of June 1981, a comprehensive mathematics curriculum for the average learner was developed for students in grades K through 8. The curriculum will be used in all elementary schools and the middle school in the school district and will use the existing textbook series. By July 1981, the mathematics committee had received their clinician training. The process of using that training was to begin in all elementary schools and in the middle school in September 1981. By the end of June 1982, a comprehensive mathematics curriculum for the gifted learner is to be developed for students in grades kindergarten through eight. By the end of June 1983, a comprehensive mathematics curriculum for the special-needs learner will be developed for students in grades kindergarten through eight.

It is intended that the cadre of mathematic clinicians will use the expertise gained in year two of the project to provide inservice activities in year three. A team of clinicians will operate in each elementary school and at the middle school. Each team will strive to meet the immediate long-range instructional math goals of the teachers in their respective buildings. Working cooperatively with building principals, the clinicians will provide a wide variety of services. They will use release time during the school day to work in individual classrooms, assisting teachers in the implementation of newly written math curricula. This assistance will include demonstration lessons. In addition, the clinicians will facilitate curriculum information sessions and share instructional materials in after-school meetings. Thus, the clinicians will meet regularly with the Teacher Corps consultant staff to share ideas, plan strategies, further develop their individual skills and write and review curricula. The focus of the mathematics curriculum/clinician program for the 1981-82 year is to revise the average learner curriculum, review curriculum development for the gifted learner, and give assistance to mathematics teachers.

It is our impression that this program began strong and continues to be Teacher Corps' most impressive showpiece in the school district. However, there is very little likelihood that this program will make any mark on the IHE. Even the one professor involved in that program (and continuing to work with it) is retired, and no other members of the IHE faculty have been involved.

11. Developing an Emphasis on Gifted and Talented Pupils in the Schools

According to the project's fourth-year continuation proposal, Teacher Corps has been involved in the identification of and programming for gifted and talented children grades 6 through 7 and K through 5. The collaborating middle school has a functioning program for gifted children in grades 6 and 7. This program grew out of a pilot program that was developed and implemented by the intern team and team leader in the spring of 1980. At that time, the school administration, with the assistance of Teacher Corps' team leader, developed and submitted a grant proposal for the gifted program to the state department of education The proposal was subsequently funded. Teacher Corps supported a consultant to assist the school system in developing a procedure for identifying gifted and talented children in grades K through 5. An identification process has been developed but has not yet formally been adopted by the board of education. Part of the plan involves having an IHE faculty consultant train teachers to use the identification process. Following this, teachers will be trained to develop instructional activities for gifted students. The director of special education at the university is responsible for the 2-year identification and programming plan.

There seems to be a certain confusion or difference of opinion as to how much Teacher Corps involvement there has been in the gifted and talented program. One of our informants, a faculty member who has been involved only slightly with Teacher Corps, said, "The gifted and talented program is perhaps one of the best programs in the school district, but Teacher Corps has only been involved marginally through conducting a few workshops." Another informant, the head of the special education program, stated that the gifted and talented program was already under way, conducted primarily by the special education people at the university, and the Teacher Corps simply put some funding under the program. He went on to say that the special education department was already doing outreach kinds of things before Teacher Corps came along and that, in his opinion, special education has had and will continue to have more impact on Teacher Corps than Teacher Corps will have on the special education department. Nevertheless, by all accounts this has been a quite successful program, and, at the very least, Teacher Corps did help it along. Most of the school district informants felt that it was well on its way to becoming part of the regular school program. However, there does not seem much likelihood that the program will have much influence at the IHE level since the faculty members responsible for it were those that were already working in the school district even prior to Teacher Corps.

12. Increased Involvement of the Community in Education

The Teacher Corps project work in the community appears to be the most controversial aspect of their program. The opinions of our informants ranged all the way from, "It is Teacher Corps' biggest disaster," to "It's one of the strong points of their program." There was a great deal of agreement, however, that while the program in the community started off badly, it improved dramatically in the year after our first visit. One of our faculty informants, the director of the community education center, said that Teacher Corps' work in the community now has the potential for becoming one of the high points of the project. He said:

> In terms of the center for community education, the Teacher Corps director approached us for help in getting the community council established. He approached us the day before the council was to be started and asked us for advice. The main burden of this was carried by the associate director of the community education center. We gave the Teacher Corps staff a cram course in one day as to what to do and what not to do in the formation of the community council. The first community coordinator selected was unsuccessful. The reasons are probably numerous, but partly it was role uncertainty and the wrong person at the wrong time. Another problem was that it never became clear who the community coordinator was supposed to report to. The background of the first community coordinator looked strong, a black woman that had training in community organization, but nothing ever moved. She lasted 6 to 7 months and then finally resigned. At that point, we recommended that the council go off for a 2-day retreat, which Teacher Corps paid for, and this seems to have made the beginning of the difference in the community council's work. In the beginning, the council felt frustrated because they didn't know what parity meant. The executive secretary of the regional network, and a representative of the Institute for Responsive

Education, along with the director of the community education center, conducted a community council training workshop for all Teacher Corps projects in the region. For the community, in his opinion, this was the turnaround point:

> The community council efforts had hit rock bottom and, after that, began to go upward. They now see what they might be able to accomplish, and they also realize that their set of bylaws is too complicated and must be revised. They also see that they need to do something about their election procedures. We're not sure about the new community coordinator. She appears to be a good choice on the face of it, but we're just not sure yet. It's my opinion that the problems they've had in getting that community component off the ground are not unique in Teacher Corps programs. Moreover, this is a strange community. Whether it will become institutionalized or not is a serious question.

One of the principals of a collaborating elementary school said:

> The community council is one of the big mistakes Teacher Corps has made so far. They have tended to think bigger is better. The community council was too big--24 to 25 people--but only a few took part and then dominated the situation. There has tended to be general dissatisfaction. Now, however, they've gotten down to 8 or 10 members who are working, and this seems to be much better. Teacher Corps tried for large size and diversity of representation in order to get full representation of the community, and they were unable to do so. They were afraid of alienating anyone. For example, they got representatives from senior citizens who really didn't have much stake in what was going on in the schools. Also, we have some pretty good parent/teacher organizations in some of our schools, and these were not taken into account in organizing the community council. There was duplication of what we were trying to do in the parent/teacher organizations. For example, they took the president of my PTO and also made her chairman of the Teacher Corps community council, and this took time away from her work and gave her too much to do. We have a Title 1 advisory committee, a Teacher Corps advisory committee, a bilingual advisory committee, and we can't have so many if they're going to work at all. Moreover, there was no attempt at coordination. This was too much of a burden on the system. Perhaps if they limit the numbers, focus their tasks, and get people to develop ownership, it might become useful. They--that is the community council--did an excellent survey of needs, but then there has been no follow-up so far.

One of the interns said that she felt a need in her program for more knowledge about and involvement with the community. She said, "They've had a rough time and haven't gotten off the ground. I don't know why, but it's certainly a big lack." Another intern said, "Of the changes that I would like to see in the program, particularly I would like to see the community council and the community work stronger. This has been a very low-order operation. There is too much turnover. People are frustrated. It's been a very difficult time to get the community component off the ground." We also interviewed the new community coordinator who had just begun her job at the time, shortly before our first site visit. (We subsequently found out, on our second site visit a year later, that she had lasted only about 6 months.) This young woman began work in mid-February and stated that she was quite ambivalent as to whether or not the work she was doing would have any impact. She told us that the first community coordinator resigned, and two coordinators were hired, each for half-time, and this did not seem to be a workable arrangement. In her opinion, the community council was floundering. They did not know what to do. However, the team leader had stepped in and offered her advice and services, and things now seemed to be clearing up somewhat. "They now have made a survey to find out what volunteer program can be developed. This will be the big initiative for the coming year." This community coordinator said that she was just then completing writing, editing, and getting to the printer a booklet on community social services that was very important, not only for the school but particularly for the parents. This booklet also was to be translated into Spanish. Also, the community council was planning to publish a newsletter that she would be in charge of. She said that she had found it difficult to get publication of what they want to say because, every time they sent something of an educational nature to the newspaper, it tended to be interpreted negatively. She said that, at the beginning, there was a problem because the community council chairperson and the community coordinator at that time didn't know to whom they were responsible or for what. "A retreat was held which was serviced by the community education center at the university, and many matters were clarified at that time." She said that the community council began with 20 to 25 members, but most of them did not attend. They had only about six to eight persons who attended regularly, and they became quite frustrated because of lack of support and interest. The bylaws said that members who missed three meetings would be automatically out, but had they enforced these bylaws, they would have had no community council.

Also, at that time, there had not been much rapport between the council and the Teacher Corps project director. The main thing that the council had not been certain about is whether it had any budgetary authority. The council, however, seemed to be beginning to learn what its specific role was. "We have had continuing problems recruiting people to work on the council, and I was worried whether it was going to work at all, but now since the retreat, things seem to be clearing up somewhat." She went on to say that the new office, which was located at the middle school, should help to provide a social place for the council volunteers to meet.

She stated also, "A typical citizen of the community has no idea what Teacher Corps is about. There is some interest in the elementary schools in the community council and in the parent/teacher organization but absolutely none in the high school." In response to the question whether there were any significant divisions in the community her response was, "The community is not even unified enough to be divided. There is really no sense of community here. There are lots of open spaces as a result of attempted development of the community, but buildings have been torn down and nothing else has been placed in the empty spaces. The city has been reluctant to support youth centers or any other community enterprises." Overall, our impression of this young community coordinator was that she seemed overwhelmed by the job and was tending to react to events rather than to provide any leadership. In our interview with the superintendent of the school district, he stated, "The community council has not been very successful thus far. Its potential, however, is considerable. The retreat helped a great deal. It should begin to roll in the coming year." During this first field visit, we asked the superintendent if, in his opinion, the community council would last beyond Teacher Corps funding. He replied, "It is uncertain at this time. We have a large number of advisory boards, probably too many. They are mostly paperwork. We don't need as many as we have now. However, if we can get the volunteer program running as a part of the Teacher Corps project, it will be very helpful, but it's not going to be as simple as they think."

In our first-visit exit interview with the Teacher Corps project director, he stated:

> One of the reasons that the community council program is slow in getting under way is that the community has no favorable self-concept. There's a great deal of apathy. The volunteer program we hope to get off the ground next year, but it will be difficult. We hope that the new coordinator will be able to draw the council together and provide good leadership. Members of the community council have, however, been somewhat suspicious of Teacher Corps. They have tended to think that this program was just another example of the 'poverty pimps' going to work.

We asked him if he believed that the community council would last after Teacher Corps was gone. He said that it was highly questionable. He further stated, "We tried to get help from the national group, in particular the RCTR centers. We sent our community council, and they received some bad information that really caused them to have more difficulty than they would have had had they not gone. The misinformation had to do with the definition of budgetary parity, and it's been a continuing source of conflict, and it turns out to have been false information."

According to the third-year continuation proposal, the main thrust of the community council program was to be the development of an active volunteer program in the schools. The intern team would work closely with the community coordinator in organizing this school volunteer program for the community council. The interns would also assist in the training of the volunteers. The training for parents and other community residents would be based on the results of the needs assessment that was conducted by the community council. The focus of that needs assessment was for the development of a parent volunteer program in each of the project's collaborating schools. Technical assistance and training for the community council members was to be provided by the regional center for community education. Among the activities planned at that time by the center were a retreat for council membership aimed at developing leadership skills and specific consultation with individual members. In addition, council members' attendance at and participation in university-based courses and regional and national conferences would continue to be supported by the Teacher Corps project.

When we returned for our second field visit one school year later, all of our informants, almost without exception, had changed their perception dramatically regarding the possible viability of the community council aspect of the program. Moreover, there was an extremely high level of agreement that the hiring of a new community coordinator with extensive community experience had been the key factor in beginning to turn the effort around. This new community coordinator appears to have worked extensively with the team leader in getting the community council on track. In our interview with the Teacher Corps director during this second field visit, he recalled that "Early on there was quite a flap and even open hostility with the community council that resulted from one particular community council chairman. However, the new chairperson is great, and the council is moving very well. The new community coordinator has helped enormously."

The community needs survey, which is now termed the community assessment, indicated that there was a need for a volunteer program in the schools, but this has not yet gotten off the ground. The community council chairman held a different opinion from the rest of the community council and did not think it would work, but she agreed to go along with the establishment of a small volunteer program at the middle school. Overall, the Teacher Corps director felt that the council had had some very solid successes during the year. He thought that a lot of cross-fertilization was taking place. Another informant, who both worked on the university administration and was the secretary of the community council said, "At the beginning, the relationship between Teacher Corps and the university on one hand and the school district and the community on the other was quite bad, very strained. The teachers were very leery of the university, even more than they were of Teacher Corps." But she felt that "that is now changed completely, and the teachers in the community have now been won over; the council has gone a long way in helping to improve the Teacher Corps image."

The Teacher Corps team leader was felt that the image of the Teacher Corps director had improved greatly, both within the council and within the school district. The director attended all the council meetings except when the council wanted to "do its own thing," such as a self-evaluation meeting. This informant also said that there was no longer any conflict with the school board, that the tasks had been worked out so that they were not overlapping, and that there was no reason for the school board to feel that the community council was encroaching on its territory.

Another informant close to the community council said that, initially, the council was "pretty shaky," but this was due mostly to the problems with the first two community coordinators. However, she felt that "the new community coordinator is great. Now the community has turned around 180 degrees and talks about planning for continuation even after Teacher Corps is gone." This new community coordinator worked mainly with the community council chairperson and the director of the Teacher Corps project. He had organized many workshops for the school climate project in which he had worked with the whole Teacher Corps staff, and on many other projects he has worked with the Teacher Corps team leader.

Asked for some examples of the kinds of things that the community council had initiated on its own during the intervening year, this informant responded with the following examples:

(1) The council set up a social services booklet of 52 pages for the 10 towns surrounding its area. This booklet was intended to provide up-to-date information regarding the kind and location of social services within the area.

(2) It initiated a small volunteer program that involved a survey of parents and teacher volunteers.

(3) In March it sponsored a life-saving course (CPR) for parents and teachers. She said there was excellent response to this program, and many people expressed a desire for it to be continued.

(4) The council worked with the school climate program in the middle and high schools.

(5) it also worked with the discipline problems at the middle school.

(6) The community council supported, although it did not sponsor, a Puerto Rican night in the community.

(7) The community council responded to a request by the fire chief of the local community to provide some Spanish language instruction to the firemen as a means of avoiding dangerous confusion during emergencies in Spanish-speaking homes.

The director of the community education center felt that the community council was coming along very well. "They were unhappy with the earlier community coordinator, but they very much like the new community coordinator." In addition, he said, "The community council has now learned the university ropes, the jargon, and thus they are no longer intimidated by the school of education people. The Teacher Corps director's relationship with the council has improved greatly also, and the teachers now feel more comfortable with Teacher Corps."

This informant also felt that the community education center had played an important part in the improvement of the council's situation by serving as a council advocate that was not seen as simply a captive of the Teacher Corps project.

In an informal interview with the superintendent of schools during a social gathering, he expressed the feeling that the community council situation had improved enormously since his last visit and that he now had some hopes for its survival even after Teacher Corps funding was terminated. Also, in an interview with the dean of the school of education, he said one of the big differences was the hiring of the community coordinator because, prior to this, the community council was beginning to fall apart. "It is much more viable now. I feel that the community council could even survive after Teacher Corps is gone." The Teacher Corps project's views on the future of the community aspect of their program are expressed in the fourth-year continuation proposal.

> There are a number of examples of institutionalization or activities that are on their way toward institutionalization in the community. The first is the community council. It is the intention of the project and the members of the council to continue to operate as a viable group representing the community at the end of the funding cycle. The council is made up of concerned individuals who receive no pay for their interest and energies. Their motivations are genuine and are community-oriented. Further, their operating budget has always been a small part of the total Teacher Corps budget. Thus, high level funding would not be required. In addition, members of the council are intending to seek out alternative funding sources. The second example of institutionalization is the community-council-sponsored school volunteer program. The program is currently in the implementation stage at the middle school. At this point teacher and staff needs have been identified, a list of volunteers has been developed, and the volunteer training sessions are being planned. Implementation will continue through the spring of 1981. By the fall of 1982 it is expected that the program will be a normal support service of the school program.
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> Another example of institutionalization, although somewhat different from the previous examples, is the community service booklet. This book, which lists all the social and government agencies in the region, was compiled and organized by the community council. The book was distributed to all social services in the region to be used as an information resource and guide. Unlike the previously mentioned examples, this is an example of a product, not a process or practice.

After two site visits and numerous interviews, we would conclude that perhaps this hopeful statement of the Teacher Corps project is somewhat overly optimistic. We feel that, certainly, the community aspect of the program has improved enormously during the intervening year but that much of that improvement is a consequence of Teacher-Corps-supported resources--for example, the highly thought-of new community coordinator, the team leader's work with the community council, and the improved relationship with the Teacher Corps director himself. Also, many elements of the community education program are only in their first or second year of existence, and it is far too soon to make any judgment about whether they have been sufficiently successful to warrant institutionalization. Still, one positive factor is the fact that the community council seems to have gained a much stronger opinion of itself and its efficacy over the past year, and this could strengthen its resolve to survive as an action group after

Teacher Corps support dissolves. One other factor that could make a difference would be the continued support by the community education center at the university, which may be able to continue to provide them necessary assistance even after the Teacher Corps project has terminated.

Perhaps most important of all is the fact that, according to many of our informants, the Teacher Corps project has resulted in a dramatic improvement in the attitudes of the teachers and the members of the community toward the university on the one hand and of the faculty members of the IHE with respect to the problems of the day-to-day classroom teacher on the other. The Dean, during our second field visit, said that the IHE's relationship with the school district continued to be good and may have improved over the past 8 months, and this he attributed primarily to Teacher Corps' work in the community. The associate dean felt that one of the effects of Teacher Corps within the community was that Teacher Corps had helped the teachers' self-concept in that there is much better interchange between the staff of the IHE and the school district. He also felt that the Teacher Corps had served to demystify the IHE partner within the IHE-LEA community collaboration team. One informant, a member of the community council, said, "The interns, and the team leader's handling of them, has been one of the real bright spots of the Teacher Corps program. I feel that the interns have helped more than anything in winning over the teachers in the community to Teacher Corps and greater university involvement in the school system." One informant who had just described how distrustful had been the original reception of Teacher Corps by the teachers in the school district, said, "This has now changed. We have developed a quite good rapport with the university, and they have begun to come to the school to meet with us and determine what our needs are. We're developing a greater degree of trust than ever before." One of the principals stated, "The teachers were very skeptical of the university, even more than of Teacher Corps, at the beginning. Their attitude was, this is just another ripoff, this time coming from the university; but that has changed dramatically over the past year." Furthermore, many of our faculty informants indicated that working in the school district had really made them far more aware than they had ever been of the day-to-day problems confronted by the classroom teacher. They felt that this had made them much better able to design programs that would meet the needs of both trainees and experienced teachers.

It is our view that this exposure of the classroom teacher and of the IHE faculty to one another's problems and viewpoints is possibly one of the most important lasting contributions Teacher Corps will have made. Certainly, our two site visits have convinced us that the IHE faculty who have participated in Teacher Corps projects are far more sensitive teacher trainers and are more oriented toward an outreach mode. Furthermore, the teachers and the members of the community council are no longer intimidated by the IHE partner and thus are far more inclined to use the school of education as an important resource and to be more assertive with respect to expressing their needs for assistance.

Factors That Facilitate Institutionalization at the IHE

In this project, as well as in most of the other relatively successful projects we have looked at, the quality of the leadership appears to be the single most influential factor. It seems to be especially important that the dean is firmly behind the project and that the Teacher Corps project director himself is considered by most of our informants to possess excellent leadership qualities. Also, although it may seem at first look to be contradictory, it is also important that while being a powerful leader the Teacher Corps director is able to maintain a low, behind-the-scenes profile. Most of our informants in the school district felt that one of the reasons why Teacher Crops had worked so well in the schools was that the director, indeed the entire Teacher Corps staff, were successful in playing down their own initiating role and, in fact, tended to delabel many Teacher Corps innovations. Although this approach may not provide the most obtrusive public relations for Teacher Corps, it does seem to be successful in gaining trust and entry into the school system. In the case of this project, in addition to the leadership qualities of both the dean and the Teacher Corps project director, most of our informants have felt that the superintendent of the collaborating school district had exercised a great deal of leadership on behalf of the community and that this was also one of the reasons why the project was moving very well within the school district.

Our informants had some of the following comments to make. One of our faculty informants, who has worked with Teacher Corps and who is one of the more prestigious members of the faculty, said, "With respect to the leadership of the school of education, it has been quite positive with respect to community impact and outreach--that is, it has not just been oriented toward Teacher Corps to get money, to make a splash." This informant went on to say that the leadership "is a good style and consistent with the land grant goals and norms of the university. In fact, the leadership in the school has encouraged people on the faculty to go with Teacher Corps. The dean clearly feels that it is a good thing and supports it. I personally like the Dean's low-key, low-profile approach and feel that his directions are dictated by feelings of obligation that are consistent with the land grant philosophy of the university." Another senior member of the faculty also commented about the leadership. He said:

> I personally would have taught off campus anyway because my focus has been outreach types of activities, but the feeling and attitude is better with Teacher Corps, that there is a comradery there that is different and better. I feel that there is a feeling that Teacher Corps stands a better chance of pulling something off or 'postholing.' I feel that the work that I do for Teacher Corps tends to create a beachhead within the community. This has not been true of my other opportunities to teach off campus. Teacher Corps has provided a better chance for reenforcement of tonal qualitative difference.

When we asked him to what he attributed this difference in tone, he said, "I think it's a unique combination of people and leadership, much more so than just Teacher Corps norms or philosophies." Still another faculty member had this to say: "It is my opinion that one of the keys to Teacher Corps' success has been good leadership and that the team leader is especially charismatic in bringing people out. Also, I feel that the director has been a good leader. He is open and seems to know what he's doing. I get the feeling that there is very good rapport within the Teacher

Corps staff and between the Teacher Corps staff and the LEA." Similar positive comments were also made by a number of faculty members and by people in the LEA with respect to the qualities of the new community coordinator and staff development facilitator. All in all, in the eyes of our informants, the Teacher Corps staff as a whole look very strong. There was some controversy among our informants regarding the director's strategy participation for of the school of education faculty in Teacher Corps activities, but we will discuss this under a later topic.

Another important and related factor is the support of the formal power structure within the school of education. In this case, the school's administration, particularly the dean and the associate dean, have not only been strongly supportive of Teacher Corps but were largely responsible for initiating the Teacher Corps proposal in the first place. By the dean's own admission, he saw Teacher Corps from the beginning as a vehicle for achieving his own goals for the reorganization and redirection of the school of education into more of an outreach mode. In this project, as with all other successful projects we have looked at, any hope of getting some of the activities institutionalized into either the IHE or the LEA depends heavily on the support of the dean of the school of education and of the superintendent of the collaborating school district.

One of our faculty informants said, "The present dean has been a major factor in promoting change within the school. Moreover, both the dean and the associate dean are the main moving forces in pushing Teacher Corps ideas in the school and encouraging faculty to participate in the Teacher Corps program, and they both have very strong credibility with the faculty." In our interview with the associate dean, he said, "I feel that, overall, the administration needs to take a coherent and recognized position and not simply wait to see what other people propose. In that respect, I see the dean as a planner and a highly skilled administrator. He tends to be out front in proposing the need for change, but his style is very quiet; and in that quiet way he is very faculty-supportive." The associate dean further characterized the dean as being "extremely democratic; he believes that you need to give people an opportunity to grow. He may seem to be deliberate, but he is a mover." Another informant said that the dean of the school of education was steady and easy-going, yet "he has a vision, and he is pushing hard to achieve that vision, but he has the problem of being required to manage on the down side in an era of declining enrollment." This informant also saw the dean as being highly supportive of his faculty, believing that they have the capacity for growth and change. One of our respondents, who was close both to Teacher Corps at the IHE level and with the community council, said that, on funding matters, the dean tends to favor the community and school district over the IHE. She felt this was an unusual response since deans usually look at Teacher Corps primarily as a means of bringing more money into the IHE. This may have important consequences for the institutionalization of Teacher Corps changes in the school and community that could conceivably serve to hinder institutionalization at the IHE. Nevertheless, the overall feeling was that this approach by the dean went far in building the kind of trust in the community and school district that Teacher Corps needed to operate effectively.

There appears to be relatively high congruence of values in a number of important areas at the State University. First, there appears to be a high consensus among the faculty at the school of education that the university, as a land grant university, has obligations to provide service for state agencies and state school districts. Both the formal and the informal leadership of the school of education appear to be in agreement not only that the school should provide this service function but that it is time for the school to move into even more outreach activities. We could detect no internal dissent over this question. Moreover, it should be clear that this internal value consensus creates a potentially fertile atmosphere for Teacher Corps kinds of goals and directions. Relative to this, the director of the community education center said, "With respect to this faculty, the Teacher Corps has come along at precisely the right time. It is the right project at the right time and in the right setting responding to the right needs. The State University is in an important outreach mode at present."

Second, as we have seen, Teacher Corps goals and directions are consistent with what the dean wants to do anyway (and in fact has already set in motion). This has tended to create within the school an atmosphere that is generally receptive to change, and when the people who control resources are supportive, there is a much greater chance that Teacher Corps will have at least some of its activities included in the regular program after Teacher Corps funding is gone.

Third, external or contextual pressures that surround the university and the school of education have tended, in the view of our informants, to promote receptivity of Teacher Corps kinds of interventions. One of our informants in the school of education's administration said that, unlike in many schools of education, there is not the same degree of pressure on the university from outside because of decreased enrollments since both undergraduate and graduate enrollments have held fairly stable. (In fact, undergraduate enrollment has dropped while graduate enrollment has increased somewhat.) Nevertheless, the overall feeling among the faculty is that the handwriting seems to be on the wall that the validity of many of the old programs is vanishing, and the school is at a point where it has to decide what to do about responding to the current needs being expressed by both the state and the school district. Another example is the fact that the school is beginning to get ready for the NCATE review next year and, as a consequence, seems to be much more open to the possibilities of building some of the Teacher Corps notions on multicultural education into the regular school of education program.

Another important factor, if Teacher Corps is to have any lasting effect on the IHE, is that the Teacher Corps project director should be selected from the senior, tenured members of the regular faculty. In the case of the State University, it is fortunate that the dean shared this view and named one of the stronger members of his faculty as the director. In nearly all the projects that we have looked at that have not followed this strategy, the programs have left little or no lasting imprint on the IHE.

In those cases, Teacher Corps never seemed to actually become accepted as part of the school of education's activities but was seen as just another "add-on," just one more way of getting money from the federal government.

Even though, by the dean's own admission, he has not been able to reorient the reward structure of the school of education to the extent that he would like and intends to do, nevertheless, the reward structure appears more receptive than that in most schools of education at which we have looked to the kinds of activities that Teacher Corps supports. Moreover, our faculty informants appear to be convinced that the dean is quite sincere with respect to his desire to move even more strongly in that direction. Both the dean and the head of the new curriculum and instruction department have, on several occasions, affirmed their support for a reward structure that more heavily weights service and teaching and in which nontraditional types of qualitative and field research are rewarded. Evidence of the dean's sincerity is the fact that both the Teacher Corps director and evaluator have been promoted during the time that they have been involved with the Teacher Corps project. Moreover, both are convinced that their activities and service with the project contributed strongly to their promotions.

Another factor suggesting the possibility that at least some Teacher Corps activities may be able to be maintained at the termination of the cycle is the dean's new matrix reorganization, which provides the structural opportunity for a pyramiding of resources. One of Teacher Corps' best hopes for institutionalization is that the Teacher Consultant Program will become a regular part of the service matrix activities. This combining of individual innovations into a more complex system that provides greater integration and support for the individual changes appears to be one of the most powerful methods for gaining a foothold in an environment generally considered to be inhospitable to innovations from outside. Many of our informants expressed the feeling that the incorporation of the Teacher Consultant Program of Teacher Corps within the dean's new service matrix increased the chances of both for succeeding and strengthened the power of the model for generalization to other outreach activities of the schools in various communities throughout the state.

One factor that appears to have been of central importance in many of the successful projects we have observed is the idiosyncratic and unpredictable happenstance of one particularly creative and/or charismatic person being in the right leadership position at the right time. Over and over again we have observed that this idiosyncratic, as opposed to systematic factor is a determinant in the success of a program. In this project, however, we find a much more even balance of leadership qualities. We have a dean who is not charismatic but who is organizationally creative. We have a Teacher Corps project director who is strong but who, for the good of the project, maintains a low profile; and we have a team leader, a community coordinator, and a staff development facilitator, all of whom are quite creative and highly thought of by our informants. In this sense, the State University's Teacher Corps project appears to have the best balanced leadership, the leadership least depend on idiosyncratic factors, of any of the Teacher Corps projects that we have observed.

Finally, although our informants on the Teacher Corps staff did not have many comments to make about their relationship with Teacher Corps Washington, those that they did make tended to be quite positive. The general feeling was that the relationship with Washington had been very congenial, that Teacher Corps had tended to hold a loose rein and had given them the freedom to adapt their offerings and programs to the needs of the collaborating school district and community. The dean himself expressed the feeling that Teacher Corps was the most flexible of all the school's federal grants and that this had allowed them the freedom necessary to meet the expressed needs of the community. Similarly, the superintendent of the collaborating school system said that Teacher Corps was by far the easiest of their federal grants to live with, that the rules and regulations tended to facilitate rather than obstruct the operation of the program within the school district.

Factors that Impede Institutionalization at the IHE

Now let us turn to look at some of the factors which we believe may tend to inhibit the likelihood of institutionalization of Teacher-Corps initiated innovations at the IHE level. One such factor that was commented on by many of our non-Teacher-Corps faculty informants was the question of IHE faculty involvement. Many people expressed the feeling that while the formal power structure of the school of education was firmly in support of Teacher Corps, seeing it as a vehicle for achieving its own goals, the informal power structure had not in any effective way been co-opted or recruited by Teacher Corps, and thus they felt no ownership or commitment to Teacher Corps goals. A large number of faculty informants feel that this was due to the fact that the Teacher Corps had sought the involvement mainly of those IHE faculty members who were already active and enthusiastic about outreach kinds of activities, or, alternatively, Teacher Corps turned outside to hire nonuniversity people in the key staff positions within the program. This, they believed, may serve to facilitate change in the LEA but creates serious doubts as to how much can be retained in the school of education once Teacher Corps is gone. One faculty member that we interviewed said, "One of the problems has been that Teacher Corps has not asked for much involvement by the IHE faculty, and therefore there is a low sense of ownership by the faculty. They never perceived it as something they had a stake in, and they were never really informed as to what Teacher Corps was supposed to do." He felt, therefore, that Teacher Corps "has reached very few individual faculty members with the exception of the director himself, and he has recruited most of his assistants in the program mainly from outside the IHE. Most IHE faculty members don't see the Teacher Corps as a thing that should be institutionalized." Another member of the faculty, and by all accounts one of the informal power leaders in the school, said, "The IHE faculty probably could have been more supportive if more things had been done by the leadership to try to co-opt them." He felt that the Teacher Corps should have involved more IHE people right from the beginning on different kinds of get-togethers with the school district and the community and their community opposite numbers. He felt that there were great opportunities at the start and that the Teacher Corps staff did not come close to taking full advantage of them. All in all, he felt that "Teacher Corps should have done more promotional things relative to the school district and should have made a much stronger attempt to co-opt and recruit the university school of education faculty." Another faculty member said, "One of the reasons why Teacher Corps may have little impact on the IHE is because, in fact, other than the director himself, most of the people centrally involved have been hired from outside and are not part of the regular IHE staff." Even one of the strong supporters of Teacher Corps said that one of the weaknesses thus far has been that Teacher Corps has not yet been able to use or to seek out all the participation that is potentially there. He felt that there were many people who wanted to be involved and had even asked to be involved that had not been utilized. One of the important members of the informal power structure who is very far from being resistant to Teacher Corps, and in fact has been involved in some activities, said that, while he believed Teacher Corps was a good idea because it brought new money into the school, "It has not said anything compelling to me or to most others here at the university. Moreover, the director doesn't appear to have gone out of his way to try to persuade us or to include us."

The above statements do not reflect a unanimous opinion, however, because another faculty member not centrally involved in Teacher Corps said that the faculty had indeed had an opportunity to be involved in the planning, that the director and the evaluator had been quite open to him and the rest of the faculty, and that they felt free to come for advice when they needed it. He felt that there had been a lot of spin-off effect for himself, a lot of voluntary, unpaid involvement. Another informant said that she had observed "little if any faculty resistance to Teacher Corps among the faculty at the IHE," and said that some half of the faculty--that is 40 to 45 people--had been involved in some way in Teacher Corps, that is, through courses, workshops, guest speakers, math clinicians, or consultants. However, when we asked her to name the people who had been involved with Teacher Corps, she was able to name only six or seven.

This complaint about lack of faculty involvement is related to another point that has to do with promotion and communication. One informant said, "Overall, with respect to Teacher Corps influence on the IHE, I feel that not enough was done to explain the project to the faculty of the school of education in the beginning, but this is now changing." Another faculty member expressed the feeling that "I know very little about Teacher Corps, and that in itself is revealing. A few people seem to have been heavily involved, but mostly what I know about Teacher Corps is through rumor and scuttlebutt. It is my impression that the short-term involvement of a number of people has resulted in very little lasting impact. It may leave some imprint on the school system, but I don't think it will leave much behind here at the IHE." The head of the new curriculum and instruction department said, "I feel that, overall, there's been a lack of communication. Consequently, I don't know quite what Teacher Corps is doing. I rarely hear about it, but then I admit that this could be because Teacher Corps is not a squeaky wheel. It hasn't created problems that bring themselves to my attention." Still another faculty member, who is quite supportive of Teacher Corps overall, felt that the school district and the university were much closer as a result of Teacher Corps but that the impact could have been even greater, particularly at the IHE level. He felt, for instance, that the Teacher Corps should have sponsored more high-visibility events like dinners for the Teacher Corps staff, IHE faculty, community council members, and teachers in the school district.

In reviewing our several sets of field notes, there appears to be throughout some mild but continuous contention between the Teacher Corps director and others on the faculty, including the associate dean, as to whether Teacher Corps should have gone outside the university for so much of its professional assistance and whether Teacher Corps should have concentrated so much on those members of the faculty who were already involved in outreach activities, rather than attempting to win over faculty members who, had been reluctant to be involved in the schools. One of the faculty members made a perceptive comment as to the Teacher Corps director's motivation in following the recruitment strategy that he did when he said, "I feel that early on the director realized that there simply was not going to be any synergy and therefore moved to recruiting individual professors who were already field-based to go out to do their own thing. In short, it was a realistic realization that a magic coming together was just not going to happen, that universities are too fragmented, individualistic and competitive."

With respect to this question, we have observed in several of the projects we have studied a tension between the IHE staff development needs and Teacher Corps' outreach, inservice education needs. From the standpoint of deans it is desirable for Teacher Corps to recruit and help to improve the skills of members of the faculty who have not before been involved in outreach types of activities. However, from the standpoint of the Teacher Corps director, who wants to provide the best possible inservice education to the school district, he tends to turn to those members of the faculty who are already strong in this respect and use them as a means of developing trust and confidence within the collaborating school district. It seems to us that this is precisely the dilemma that the Teacher Corps here was faced with; and, to an important extent, the project director resolved it in favor of the school district, but by so doing he may have sacrificed some opportunity for staff development and co-optation within the IHE faculty.

There is another prevalent view that says that the lack of involvement of IHE faculty in Teacher Corps activities is in no way the fault of the Teacher Corps staff but rather reflects the realities of the school of education. One point was made repeatedly in this respect; to quote one of our faculty informants:

> There is no active or articulated resistance to Teacher Corps. There is just the fact that most faculty are highly individualistic entrepreneurs who are doing their own thing and have no particular reason for feeling any obligation to or ownership of the Teacher Corps project. To them it's just another project, and they've seen these projects come and go. They intrude upon their lives minimally for a short period of time and then disappear, leaving virtually no ripple in their wake.

The dean himself said that one of the problems with getting faculty involved in outreach types of activities is that faculty members tend to be very individualistic and entrepreneurial. They are good, and they don't need each other in a collegial sense. The Teacher Corps director himself said that he did not think there was any "very active resistance to Teacher Corps, just a widespread sense of apathy and a feeling among some involved faculty that Teacher Corps was a bit of a nuisance." This was particularly true, he felt, of the so-called "old guard." One of the members of the school's administration said, "Change in the IHE is a very difficult thing to bring about. People are entrenched. We have a faculty that is largely tenured and a very large number of associate and full professors; and even though these people should be more willing to take risks since they have less at stake than the young, untenured faculty, this has not proven to be the case."

Thus, whether a lack of faculty involvement in Teacher Corps activities has been due mainly to an intentional program development strategy of Teacher Corps or to the independent competitive and territorial nature of the faculty itself, it is clear that it may have important consequences for the likelihood of institutionalizing Teacher Corps values and activities within the school of education.

Another factor that has important consequences for institutionalization is the relative newness of this project. In all of the other cases of successful projects at which we have looked, the fact that they had had prior Teacher Corps experience was an important variable in their success. They simply have had more time to learn from their mistakes and to learn how to get change into the bloodstream of the IHE. One lesson that we have learned in this study is that institutionalization takes time, and even then it doesn't happen much. There is no doubt that projects with past Teacher Corps experience or similar intervention project experience tend to have an advantage in institutionalization. Possibly as a consequence of this lack of experience, the State University Teacher Corps project does not appear yet to have developed a central unifying theme. They tend to wait to see what emerges from the many things they are trying and then go with the winners and cut off the losers. So far as we can see, almost all other programs went through a very similar phase at this beginning stage. We can already see that, as the program has developed over the past 2 years, they are beginning to focus more, so that, hopefully, a powerful, unifying theme will emerge. The Teacher Corps director himself said, "We were far too broad in our focus at first. We were trying to do too many divergent things too soon. Now we're becoming more focused and convergent. We are focused more sharply now and no longer spread so thin. We now have more definite ideas as to where we're going. It has helped that I am becoming a more experienced administrator, and I'm learning to say no to the school district if what they ask for doesn't fit the focus of priorities."

Another significant factor with respect to the institutionalization of faculty involvement in Teacher Corps kinds of outreach activities is the fact that, despite the dean's attempts to turn the reward structure around, most faculty members, particularly the young members, are not yet convinced. They perceive that the rewards of tenure and promotion are still principally awarded on the basis of scholarship and not on the basis of service. Most of them tend to feel that the dean is indeed sincere in his avowed intention of modifying this reward system; but they, perhaps realistically, see that the university as a whole, particularly the academic vice president's office, still bases decisions on the more traditional, more conservative criteria of research and publication. Overall, this may have the effect of inhibiting the involvement of the younger faculty members in outreach activities unless they clearly see realistic opportunities for field research.

This leads to the following point: despite how dynamic and change oriented the administration of the school of education appears to be, most of our informants, particularly those involved in Teacher Corps, felt that the overall university administration was indeed an obstacle to change and to doing the kinds of things that Teacher Corps wanted to institutionalize. One informant said, "I can't imagine why anyone would spend such a large amount of money for so little change, but the problem is not Teacher Corps. The problem is the overall sluggishness of the university rather than anything to do with Teacher Corps itself." Another informant felt that one of the serious problems of trying to bring about change in the IHE was "that the Curriculum and Courses Committee is very conservative and provides very little encouragement for Teacher Corps kinds of goals. There is very little flexibility on new courses or new program directions." The Teacher Corps director said, "I had a hard time getting things started because the personnel department at the university is so difficult to deal with, and we were unable to recruit new personnel in a reasonably efficient manner. It seemed to take forever just to hire a facilitator." One of the faculty members who had been working with Teacher Corps said that, "The State University is a very big, complicated place. It has a large bureaucracy which is difficult to deal with. Most of the people at the university don't even know what Teacher Corps is and wouldn't be sympathetic with their goals if they did." The same informant later said, "The administrators here in the university seem to be so busy keeping their heads above water and keeping budgets from being cut that they have no chance to sit down with the faculty and lead discussions on some of the major educational issues." Thus, whether or not it is indeed a fact that university administration is an obstacle to change, it is certainly perceived as such by the faculty, particularly by those faculty members that have been working with Teacher Corps in some capacity.

Moreover, there is a related feeling among the faculty that the university does not have a reputation for change. (Indeed, neither does the collaborating school district or community.) There is no aura of change, as is the case of the university branches in the bigger cities. The general feeling was that, although the school of education might be in a change mode, the university as a whole certainly was not. One informant said, "It may be, in fact, quite unrealistic to expect any single grant, no matter how well conceived, to leave much lasting change on the structure of the university. This university is a cold environment and not all that fertile for Teacher Corps ideas."

There is an additional factor that may well influence willingness of the faculty members to be involved in Teacher Corps kinds of activities in the future, and that is a fairly common perception among the non-Teacher-Corps-involved faculty that "a lot of the people who are involved in Teacher Corps at all levels are in essence the second team. They are not really the first-class academic people." The same informant said that he had "been involved in the evaluation of Teacher Corps training in the region and was not at all impressed. Also, most of the participants felt that it was a waste of time." This perception is matched by a feeling widespread among the Teacher Corps' participating faculty that they are considered second-class citizens by the rest of the faculty, that "the real rewards and prestige go to those members of the faculty who are doing quantitative research." The one offsetting factor, in the case of this project, is the fact that the project director is a well-published and respected member of the academic community.

One of the most powerful inhibitors of institutionalization at the IHE is simply the fact of cost. The head of the new C&I department felt that the main reason there would be little or no lasting change within the school of education would be the lack of continuing funding, that the State University was a small institution with only small resources and would not be able to pick up these outreach activities on its regular budget. Another respondent said, "If Teacher Corps left tomorrow, we would be badly hurt at the university because there has not yet been sufficient time to get things in place. Budget cuts will hurt badly. Teacher Corps will not be able to realize its full potential or impact. The residue will be those things which we have accomplished within the last 6 to 12 months. Most change will be in the community and school district." Even the superintendent said that the funding cuts would undoubtedly hurt the likelihood of institutionalization because the school district cannot support the training cost. "Once training is done, then the school district and the IHE can probably sustain the change. Also, the facilitation of the process is important, and this will be cut if there are any substantial cuts in the funding base." The Teacher Corps director said that many of the things that they had high hopes for, particularly in the IHE, will probably not get institutionalized because of the proposed cuts in Teacher Corps funding. The director said that, although things had gone very well in the past year, the fact that they have to anticipate a 25% cut in next year's funding will present real problems. This means that he will undoubtedly have to cut some staff, and this in turn will require program reductions. Already, he said, the tension as to who might be kept and who might be cut was producing some unsettling conflicts and tensions between an otherwise smoothly operating staff.

Overall, our impression was that in 1981 the director and his entire staff were feeling confident and very optimistic compared with their more harried aspect during our July visit in 1980. There was however, the feeling that the anticipated funding cuts will hurt them in those very areas of institutionalization, demonstration, and dissemination that they feel are just getting rolling and that need more time to complete the training, get the people in place, and facilitate the change process. Substantial funding cuts will make it necessary for the director to cut staff, and it is just this present mix of excellent staff that has lent new confidence to the Teacher Corps project. The director is truly agonizing over the decision that will be forced on him by budget cuts as to who will be eliminated and how this will affect the likelihood of institutionalization. It is our perception also that this confidence and optimism is directed primarily at the school district and community, where Teacher Corps feels it has its greatest chance of making a lasting impression. In contrast, everyone that we talked to on the Teacher Corps staff and on the school of education's faculty in general seemed skeptical of Teacher Corps' ability to bring about any lasting change in the IHE. Most people agree that Teacher Corps has done a strikingly good job in the collaborating school district and that even an initially bad situation with the community council has improved enormously, but almost universally people are pessimistic about the likelihood that Teacher Corps will be able to effect any lasting shift in the norms and activities of the school of education. But to keep this in perspective, it is necessary to keep in mind an observation by the dean that although Teacher Corps may have little direct impact on the IHE, this should be understood in the context that "no grant that anybody has has had much impact on the IHE except on the individuals directly involved." Related to this, the associate dean said that, although he was not sure that Teacher Corps would be directly central in any of the changes that hopefully would occur within the school of education, Teacher Corps is helping to promote and support things that were part of existing thrusts and has provided a boost to several more. But he, too, felt that Teacher Corps' major thrust would be in the school district and the community and that this effect was likely to last even after the Teacher Corps dollars were gone. He felt that if Teacher Corps accomplished nothing else, its success in breaking down distrust of the IHE partner in the school district and community would itself be a remarkable achievement.

PART THREE

FINDINGS, CONCLUSIONS, INTERPRETATIONS

VII FINDINGS AND CONCLUSIONS

The results of our detailed investigation of institutionalization in four sites have just been presented. What did we find?

The major finding from this study is that substantial and lasting change has already taken place in the sites that have been examined and that the prospects for more changes are favorable, particularly in the schools of education in the institutions of higher education, the major focus of this study. Furthermore, the changes that were made are of the kind and direction intended by the underlying purpose of the legislation that created Teacher Corps, as outlined in the current federal Rules and Regulations. The expenditure of federal dollars has resulted in benefits that are not likely to vanish when the funding ceases.

Still, not everything is positive. Some changes occurred in fits and starts. Gains were followed by losses. Unanticipated events caused and prevented changes or altered directions. Some places encountered more difficulty than others.

The overall positive nature of our findings is contrary to the predominant voice that continues to be heard about the ineffectiveness of federal program interventions, proclaiming either that programs vanish when federal grants stop, that funds are not spent on what was intended, or that, even when funds are spent as intended, the results are negligible.

What explains our contrary findings? Teacher Corps has been in existence for 15 years, during which it has had time to learn how to become more effective. It has had some unmistakable failures as well as successes along the way, from both of which it learned. It has been evaluated more than most federal programs and has used the results to improve itself. It has changed its program as the times have changed. It has not remained frozen in an attempt to install the same model for 15 years. It seems fair to judge it as one of the more effective federal initiatives. After examining the results of previous studies of federal intervention, we became aware early of the strong insistence on the part of those in the field who were trying to carry out federal projects that lasting change did result but that those who were attempting to trace it perhaps had not used appropriate methods. We agree, and have made a modest attempt to supply some corrective methodology, examining a few cases in depth over time. We found that the fleeting target of our study, change on its way toward institutionalization, was somewhat different as we studied it in the field from what we envisioned in our preliminary study design. We adapted our research strategy accordingly. We learned much about where and how to look for lasting change from some of the perceptive leaders in the projects who had been responsible for trying to cause change to happen over a long period of time. For the most part, these were not starry-eyed do-gooders but hard-headed administrators and program developers, both in the schools and in the universities, persons respected in their own communities for the probity of their views.

We make no claim for a representative sample. We did look at different kinds of institutions in quite different environments in widely scattered parts of the country and in types of institutions that prepared the largest number of teachers in this country. Since we were studying what was reputedly a rare phenomenon, we attempted to look where it might be found, namely, where there were strong leaders with recognized commitment to make change take place. The result was positive. We and they spent considerable time exploring the underlying explanations for what caused lasting change to happen so that the knowledge could be more widely shared with others who are working with similar purposes in mind. While recognizing the rightful claim that each place is unique, we are impressed to have found much commonality across all four sites despite the fact that they are widely separated geographically and differ in size and in the nature of the collaborating community. We have found considerable commonality in the kinds of changes attempted in the sites, in the categories of change that have been more or less successful, and, particularly, in what factors appear to account for success or failure.

What, then, were the major forces that appeared to be operating in these sites to produce the results we discovered? Before reporting on this fundamental matter, let us first look at the nature of the changes that were attempted.

We are able to classify nearly all the changes attempted by all the sample sites into 14 content categories. The list, derived deductively from examining each site, shows notable similarities across the four sites. The most likely explanation is the power of the legislative mandate of Teacher Corps, which, in turn, was in tune with the larger educational and societal demands of the times. The sites did indeed try to follow the direction intended by the legislation, though not always in exactly the same way. There were quite substantial differences in emphasis and detail of implementation. But the general directions in all sites were remarkably similar along the following lines:

(1) Changes related to the development of a preservice education program.

(2) Changes related to the development or expansion of programs for inservice education in the LEA.

(3) An increased emphasis on field-based training.

(4) The development of competency-based training programs.

(5) Bringing inservice education and preservice education more closely together.

(6) Changes in the attitudes and behaviors of the individual participants and IHE faculty members.

(7) Changes related to the development of new parts of courses and entire new courses within the IHE, as well as changes in course content and emphasis.

(8) Modifying departmental organizations and operations.

(9) Changes related to greater emphasis on equity in teacher preparation programs and in the inservice education program in both the LEA and the IHE. This category includes multicultural and bilingual education, mainstreaming, and sex equity.

(10) Changes related to an increased emphasis on special education within both the LEA and the IHE. This category includes emphasis on gifted and talented programs as well as on other types of exceptionality.

(11) Changes related to the development of more effective approaches for the faculty of the schools of education to work with the LEA.

(12) Changes related to encouraging greater community participation in education.

These categories are not all-inclusive of every change attempted in all four sites, but the striking fact is that these categories do account for 80% to 90% of all changes initiated by the four projects. Further, if the reader will refer back to the four case studies, it is apparent that the forms that these changes have taken are remarkably similar across sites.

1. Within category 1 are included those changes in program or practice that were aimed at improving preservice education programs at both undergraduate and graduate levels. Usually, these changes increase the amount and intensity of field-based experience on the part of the teacher trainees or interns. At the graduate level, this also has included proposals by the Teacher Corps projects to include the field project option as a valid alternative to either the comprehensive examination or a thesis for master's level work. It has also been common across sites to increase the number of competency-based courses taught within the preservice education program. Changes of this type were made several years ago and were considered to have been most important. Yet currently, preservice education was not at the forefront of new thinking. They expressed some considerable pessimism about further changes. The problems that they seem to be experiencing are twofold.

First, with declining enrollment there is far less dynamic activity, so that organizational motivation to tamper further in any substantial way with the preservice education program is not high. With the declining demand for teachers, interest--and thus emphasis--is moving away from preservice toward other areas of concern, notably inservice education. A second but related problem may be that, as a result of this declining emphasis on preservice education, those faculty members who are responsible for these programs may be tending to assume a siege mentality, defending their programs against any intervention from outside that would be seen as threatening to their sphere of primary influence.

2. Some of the most ambitious and exciting programmatic innovations being attempted across all four sites are in the area of the development and expansion of inservice education programs within the collaborating school districts. All sites have taken a two-pronged thrust: first, changes that are aimed at markedly increasing the participation of relevant IHE faculty in the public schools and, second, changes that have as their goal a marked increase by the LEA teachers in the design and planning of inservice education to be more responsive to their needs and interests. Surprisingly, despite the greater complexity and cost of these ambitious systems of change, the Teacher Corps staffs have the greatest optimism for the retention of these changes after the Teacher Corps dollars are terminated. Our observations tend to confirm this view. This optimism is particularly interesting given the fact that the continuation of these inservice education programs may be difficult to fund after Teacher Corps is gone, since they require that sufficient student credits be raised within the school district to pay for the released time of the necessary IHE faculty. Yet it is within the category of inservice education innovations that the program directors and staffs have generated some of their most creative ideas by combining these programs with other IHE and LEA initiatives in order to maintain them on regular budgets. Their optimism may be well founded, since, for the same demographic reasons that cause preservice education to be less dynamic now, inservice education is the new front line in the mainstream of American education. These inservice programs reflect the external realities of American society and thus the direction in which schools of education will inevitably be impelled. As a

consequence of both such external factors and the creative program development efforts that the Teacher Corps staffs have invested in them, there would appear to be a strong likelihood of their being continued within the regular programs of both the IHE and the LEA.

3. An increased emphasis on field-based training took place to a substantial degree in all four sites. Teacher Corps is much more field based in both its preservice and inservice education programs than have been regular university teacher education programs. In the sites, regular preservice education programs have added field components to their regular courses, and in addition have frequently taught courses in the schools instead of on the campus. The student teaching experience has been influenced by the internship model by extending the amount and duration of practice as well as extending it to different grade levels and more diverse student populations. The university approach to its regular inservice education program has, in a similar fashion, been extended to the field rather than being done predominantly on campus.

4. All four sites had developed and were operating their regular preservice teacher education programs along competency-based lines. This emphasis on competency has been a feature of teacher education that Teacher Corps advocated for a decade when its main attention was on preservice education. In the three sites that had prior experience with Teacher Corps, the development of a competency-based program had been accomplished with Teacher Corps as a strong shaping factor. In the fourth site, the newcomer to Teacher Corps, a competency model had been developed before they entered Teacher Corps. But its competency program is not as fully developed or as comprehensive as those in the other three sites, which had the benefit of Teacher Corps funds and experience. This competency model is now extending to the inservice education program in all sites. In one of the three experienced sites, it has already been installed permanently in the cooperating school district, where it is used regularly for the evaluation of all teachers for promotion and tenure, and as a basis for an extensive staff development program. This common set of competencies for the district and the university

for both the preservice and inservice education programs is a strong force in the firm relationship that has been established between the IHE and the LEA.

5. One of the prominent ideas that has been gaining wide acceptance in teacher education in this country, and abroad to some extent, is the desirability of linking preservice and inservice education more closely. This also has been a feature that Teacher Corps has strongly emphasized. We found substantial evidence that the four sites have been moving in this direction and that they were using Teacher Corps resources to do so. For example, it was not uncommon to find both Teacher Corps interns and preservice trainees from the regular program enrolled in the same course that was being offered to and taken by experienced teachers as part of their inservice education. At times, these courses were being offered out in the schools, in other instances at the university. We found many examples of new trainees working alongside experienced school teachers and university professors in solving some school problem or in developing and putting a new idea into practice. Inservice and preservice education was working together at the same time and place, and the integration seemed to be well on its way to becoming accepted as a regular feature of the school of education offering.

Much of what Teacher Corps has been attempting to do during the past few years in bringing IHEs and LEAs closer together and in merging preservice education and inservice education more closely was summed up by a Teacher Corps team leader and by a faculty member in Rolling Hills. The team leader said:

> We do not give teachers [in schools] opportunity to work with adults as much as would be desirable. We do not use the internal resources of the school district. Many teachers are able to offer inservice education. Instead we tend to bring in outside experts who report in a one-day workshop or in one lecture on one particular model or technique, whereas often our own teachers are more effective. The Teacher Corps project here is trying to change that. ... It is now growing in the school district. Whether it is becoming or has become a part of the IHE's perception I'm not at all sure. ... But I think Teacher Corps is forcing the department at the school of education to get out of the university and to work more in the schools with teachers and administrators.

Another informant, this time a faculty member from the university, spoke in this same vein:

> As a result of Teacher Corps, there will be more emphasis on packaging learning materials with teams of people from the faculty working together with people in the schools, eliminating the traditional one-day stands. ... There will be more emphasis on getting cooperation for sustained effort. ... We are trying to get away from just using formal courses as a way of helping the school system. Most of us prefer to teach our courses on campus, but this is not the future. We're either going to be led or pushed out of the nest by the forces of the times, by the federal dollars, and by the dean!

6. According to nearly all informants, one of the most substantial and important changes, whether intentional or unintentional, which the Teacher Corps projects have brought about is the lasting imprint on the attitudes and behaviors of individual participants. Some informants expressed the feeling that these attitude changes are the minimum that can be expected to survive as a result of Teacher Corps' change-oriented effort. It has been a common comment among informants that "Even if nothing else lasts after the money is gone, there are a number of people around that have been changed and who will never go back to doing things the same way again." A similar comment was made to the effect that once the IHE faculty had gotten out and worked in the public schools with their day-to-day problems, neither the teachers nor the professors would be the same. "They are learning about each other's concerns and problems, and they are finally learning to trust each other." Much evidence supports this. Many of the teachers in the school district are more open to assistance from the IHE than they were. At the same time, they are more knowledgeable about what they need and much less intimidated by IHE faculty. Thus, they are able to use the IHE more effectively as a resource in solving their day-to-day problems. Similarly, we have found that those IHE faculty members who have participated in the schools through Teacher Corps have a much more practical grasp of problems. According to their own self-reports, they are, therefore, much more likely to modify their regular offerings within the IHE to reflect this new experience and to continue to seek out opportunities to work in school districts even after the Teacher Corps project has ended.

We would be concerned, however, about the extent to which these individual changes will persist if little or no structural change within the school of education has occurred to support and nourish them. Seldom do changes in the attitudes of a few individuals alter in any important way the institutional structures within which they operate. However, often even relatively minor structural changes can produce important attitude and behavior change in individuals as they seek to adjust to the changes in the organization.

7. One very concrete indicator that an innovation has been incorporated into the regular program of a school of education is the inclusion of that change in the regular course offerings. Teacher Corps project staffs are aware of this fact and look to such course changes as a symbol of success. Yet across the four sites, although they have all attempted to bring about changes in the regular course offerings, they have had varying success. Central State University in Spruceville appears to have been quite successful in this regard, whereas the State University of Rolling Hills does not appear to have broken through yet in terms of major catalogue changes. However, it must be remembered that Central State has been in Teacher Corps continuously since Cycle Five and has, over the years, been able to make gradual and incremental course changes that, in time, produce whole new course titles. The introduction and acceptance of entirely new courses within the regular offerings in the school of education is one of the most difficult changes for Teacher Corps to achieve. It is much easier to bring about changes in the emphasis and content of existing courses so as to bring them gradually into line with new approaches and philosophies. The introduction of a new course requires the approval of several curriculum committees and university bodies, both within and above the school of education. On the other hand, for changes within existing courses the locus of control remains in the hands of the individual professor, who can make discretionary changes in the content. Thus, it is not surprising to find that, in almost all cases, considerable change has been achieved at the level of partial changes in existing courses, whereas it is the older programs that have had most success in the introduction of whole new courses.

8. Departmental reorganization of considerable magnitude took place at three of the four sites during or shortly before our field visits. Several sites merged specific departments within the school of education. In one case an entirely new entity was created to help institutionalize the university's outreach to the sourrounding urban community. These changes were producing substantial effects throughout the organizations involved. In no instance could the origin of the reorganization be attributed mainly to Teacher Corps. Nonetheless, the reasons for the moves were sufficiently in tune with Teacher Corps aims and programs, that Teacher Corps was being used--legitimately--as a major vehicle for making the changes work successfully. Teacher Corps was having an impact on the permanent structure of the school of education in these three instances.

9. All four sites within the sample are attempting changes related to equity issues. This has generally taken the form of an increased multicultural emphasis, within both the IHE and the LEA. In the case of Spruceville, which is a highly homogeneous community, this has taken the form of an innovative program of multicultural education for a monocultural community. A similar, though converse, approach was taken in Big Town. Nearly all of our sample projects reported more success in introducing a multicultural perspective into the LEA than they had among the IHE faculty. In several cases, project directors reported that they had little success in introducing this new multicultural perspective into the IHE during the first year, but nearly all reported somewhat greater success during the subsequent years of the program's life. This improvement usually appeared to be due to external pressures of some kind. In one case, it was the dean pushing for greater emphasis on multicultural issues as a means of satisfying new state requirements with respect to this issue. In another case, the reader will recall, the school's administration at the State University of Rolling Hills was strongly supporting Teacher Corps' attempt to introduce a multicultural emphasis as a means of preparing for an anticipated NCATE visit in 1983.

10. In three of the four sites, the Teacher Corps project staffs reported that programs within the special education area--that is, programs for the gifted and talented or those with learning disabilities of some kind--have been among the most successful of their attempted programmatic innovations, and they anticipated a high likelihood of survival after Teacher Corps terminates. It is our perception that these programs are indeed successful and likely to be on their way to institutionalization. In many instances, it appears to be a case of Teacher Corps wisely working with and encouraging emphases that already existed within schools of education, which, in each case, possessed prominent special education departments which have more experience than most parts of the education department in collaborating with public schools. As one special education director said, "Teacher Corps opened the door a crack, and we pushed our way in." Also, at another site, a special education department director told us, "We have been doing Teacher-Corps-like things in the schools for some considerable time. In this case, Teacher Corps jumped onto an established winner. We will probably influence them a great deal more than they influence us." Nevertheless, for whatever reasons, these special education programs seem to have initiated new programs within the LEA and new courses and parts of courses within the schools of education, including, in one instance, the adoption of a new course in special education as a foundation offering required of all teacher education students. The success of these programs is probably due to a combination of factors: first, established and reputable special education programs with past experience in the schools; second, an alert Teacher Corps project that was able to adopt an existing thrust and help it along; and finally, the fact that these programs appear to be timely within the school districts and appear to meet felt needs of the teachers and administrators in the schools. No doubt Public Law 94-142 had a noticeable impact in producing many of the changes noted in the schools and colleges.

11. Many of the changes introduced by all four sites were aimed at developing new and better ways for the IHE to work in collaboration with the public schools. In all four sites, the Teacher Corps staffs have invested enormous amounts of their creative energy in attempting to improve the working relationships between the school of education faculty and the collaborating

school district. Furthermore, in nearly all cases, the deans of the collaborating IHEs have been supportive of these efforts, even to the extent, in several cases, of encouraging the Teacher Corps projects to spend the largest amount of their money within the LEA. Informants in the collaborating school districts found this support gratifying and felt that it had gone far in helping to develop trust among the public school teachers for the IHE's participation. In fact, in all sites, the Teacher Corps project staffs appeared to place greater emphasis and long-term hopes on institutionalization in the collaborating school districts rather than within the IHEs. This may have been simply pessimism over bringing about substantial lasting changes within the IHE's reputedly more cumbersome bureaucracy. On the other hand, it may be a realistic perception that if they were not able to bring about some significant and lasting changes within the LEA, there would in fact be much less to institutionalize at the IHE. Nevertheless, it is important to recognize that the decision to concentrate both efforts and finances on the LEA could have a long-term negative effect on the likelihood of bringing about institutionalized change in the IHE structure or personnel.

To attempt to increase community participation in education is mandated by the 1978 project Rules and Regulations. In all sites, this area has been the most problematic one and the one in which the Teacher Corps project staffs are the most uncertain about the likelihood of having a lasting effect after the supporting Teacher Corps funding is gone. It is in community participation that they anticipate the least effect on the IHE.

Community participation is the newest component. An elected community council whose chairperson is to be one of the three members of the controlling policy board is a new mandate to Teacher Corps beginning in Program 78. Great skepticism about the institutionalization of this aspect of the program was widely expressed. Difficulties in getting the community council started, problems of personnel selection, and troubles in securing program focus were frequently mentioned. That less progress was made toward institutionalizing the various parts of the community component should come as no surprise. Educators, especially administrators, tend to be skeptical of setting up new power groups that might compete or interfere with traditional governance structures such as boards of education. A more prominent role for parents and citizens in the affairs of the school is a phenomenon of recent origin. Much of it originated with minority groups who were unhappy with what was happening to their children in schools. They became militant and often demanded or seized control of schools as the process of decentralization began. Even though many of these earlier struggles have changed and become muted, those troubled times have not been forgotten. This new mandate in Teacher Corps is one result of the lessons that were learned during the Urban/Rural School Development Program.* In this program it turned out that giving parents and citizens a larger role in the governance structure produced positive results for educational personnel development. Sharing power increased power. But this does not happen automatically, evenly, or easily. Training and technical assistance are needed, and the resources for these are not as readily available as they might be. It will take time for this aspect to develop. Community participation is probably the biggest piece of unfinished business that Teacher Corps has. Greater strides have been made everywhere in bringing IHEs and LEAs closer together. The third partner to the enterprise, the community, still has a long way to go.

At each of our four project sites, the Teacher Corps project staff's relationship with the collaborating community and community council began during the first year with some problems that tended to resolve themselves and improve greatly during the subsequent implementation years. The innovations that these community councils initiated ranged all the way from the preparation of community resource publications to the development of teacher aide and volunteer programs within the communities. In most but not all cases, the community councils of these project sites shared problems related to such questions as, What is meant by equality of parity? What are the community council's responsibilities? What is the line of authority? In nearly all cases, there was initially some suspicion, if not outright distrust, of the motivations of the IHEs and the extent to which they were really serious about wanting and being willing to attend to community input. Given these initial problems, therefore, it is surprising that in three of the four project sites, Teacher Corps staff, the superintendent of the collaborating school district, and the community council representative considered it quite possible that some form of the community council might well survive even after Teacher Corps support was terminated. Nevertheless, despite the sometimes dramatic improvement in the community aspect of our four sample sites, it is our impression that this continues to be the most troublesome component with respect to any realistic expectations that structural or organizational changes initiated by the Teacher Corps projects will be able to survive the termination of Teacher Corps money for the current project. A longer sustained effort would probably be required for institutionalization. However, there may well be some lasting changes with respect to individual community members' perceptions of the possibility of input into their public schools as well as a healthier and less intimidated view of the IHE and its role as a potential resource to be used by the community and its school system.

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*Joyce et al, Collaboration: Shared Governance in Teacher Education Stanford Center for Research and Development in Teaching and ERIC clearinghouse in Teacher Education, 1978.

An early tabulation at the beginning of the national evaluation of Teacher Corps found that the IHEs took the initiative in applying for grants in a substantial majority of the cases. This was true in all four sites in this institutionalization study. However, very early in the process, school districts became actively involved and achieved full partnership quickly thereafter. This is probably true for Teacher Corps as a whole, as it was in these four sites. The new third partner, the community, has not yet progressed to a full and equal status in our four sites, a condition that probably also prevails throughout the Teacher Corps system.

12. Among the kinds of changes initiated by Teacher Corps are those that have the LEA as their primary target and that represent attempts by the Teacher Corps staffs to have selected members of the IHE faculty respond to the particular expressed needs of the teachers and administrators in the collaborating school district. In the case of the four sample sites, these programmatic innovations have most often, at the insistence of the LEA participants, taken the form of programs for the improvement of school climate and of classroom discipline. These were the problems often identified by teachers and administrators alike for which they would welcome any assistance that the IHE might be able to provide. Although the initial and primary target of these programs is the school district itself, in most cases Teacher Corps staff, and even those IHE faculty who participated in such programs, reported that their involvement in the school districts had opened their eyes to a whole new set of problems and had substantially changed their professional outlook. Thus, we anticipate that these programs will at least have a lasting "bounceback" effect on individual perspectives even if they do not cause profound programmatic changes within the collaborating schools of education. Since these programs, particularly those aimed at school climate and classroom discipline, which reflect the genuine expressed needs of the classroom teachers and public school administrators, have already taken off successfully, we might expect that their impact is likely to survive the termination of federal support. Moreover, as we have said, we might also expect that those IHE faculty members who have been involved in solving such problems within the public schools will be professionally changed by their experience.

How Does Change Persist?

In Chapter II we discussed a number of factors that might help or hinder institutionalization of changes that are undertaken as a result of participation in Teacher Corps. We pointed out that these ideas have been derived from research, theory, and experience in the field and were highly tentative. At this point we return to these factors to see the extent to which our original hypotheses stood up to the test of the findings of the four in depth case studies. Overall, the most obvious finding is that no single or even several of these explanatory factors can be used to predict the likelihood of institutionalization. At every IHE site studied, it has become clear that the success or failure to institutionalize Teacher-Corps-inspired changes is complexly multicausal.

Characteristics of the Innovation

1. The Power of the Idea

We initially predicted that the intellectual and empirical quality of the innovation would be an important factor in its subsequent institutionalization. However, our subsequent findings only partially support this contention. Many different ideas have been tried in the projects that we studied. Some were the outgrowth of substantial research and development; they had been field tested and found ready to use. Others were mostly speculation, with little research and experience to back them up. Some were ideas that had been around for a long time but had never gotten off the ground and, once again, they did not succeed in these projects. In general, it was the more clear, more powerful, and tested ideas that institutions were able to build into their permanent structure.

However, although the power of the idea itself may contribute to its retention, as a factor it does not alone possess strong power of prediction. Even weak ideas that are timely in terms of either the IHE's current goals or the thrust of events external to the university may be institutionalized. Powerful ideas that do not gain such support may fail. Even very good ideas may have little chance of being sustained unless they are supported by an interaction of a number of other critical factors that relate not only to the idea itself but to the organization of the SCDE and to the external context within which the university exists. For example, a powerful preservice education idea in a school that is suffering from drastically declining teacher education enrollment will probably have problems surviving. An idea's power depends on its context. To survive, powerful ideas must be timely.

One additional finding related to this observation is that succesful Teacher Corps project leaders appears to have a talent for making common cause with those within the IHE who control the resources by pointing out that the Teacher Corps innovation they are promoting is congruent with the goals of the leadership of the school of education and of the university at large. They persuade the IHE leadership of their congruent interests either by fitting their innovation to the current goals of the organization or by pointing out how external pressures suggest a need for a change in organizational goals, which happens to be consistent with Teacher Corps' desired innovation.

2. Intervention Strategy

In practice we have found that this factor is not usually a characteristic of the innovation itself but rather is a function of the organizational context of the Teacher Corps project. Therefore, we will discuss it later under that topic.

3. Cost

We have limited data on this subject. We did not make a detailed cost-benefit study.* We initially predicted that less expensive changes would be more easily sustained after federal funding terminated. Our finding is that no such clear-cut relationship exists. Cost is certainly not an inconsequential factor. However, a number of references were made to special aspects of Teacher Corps, such as the position of community coordinator, which are quite costly and are fully supplied by Teacher Corps funds. One informant said, "It has no chance of being picked up with local resources. It is too costly." Cost alone is not a powerful predictor. Many inexpensive changes that do not have sufficient power to compel personnel commitment or institutional support are likely not to survive, whereas more ambitious, imaginative, and often more costly innovations that do elicit such commitment are far more likely to survive.

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*Those interested in this topic are referred to a cost-benefit study completed at the University of Wisconsin, Madison, by M. Vere DeVault, Particia Burdett, and John D. Chapin, Department of Curriculum and Instruction, 1980.

The problem is that "cost" is interrelated with too many other factors to be a useful predictor in its own right. Moreover, Teacher Corps project staff are seldom able to estimate with reasonable accuracy what a particular innovation will cost because they cannot keep the financial records required to account for the complex interconnectedness of most changes.

4. The Form of the Innovation (Complexity and Size)

We originally anticipated that the smaller and more simple innovations in programs and practices would stand the greatest chance of being institutionalized into regular SCDE programs. Our findings, however, do not entirely bear this out; the relationship appears to be far more complex. Certainly, it is true that a number of discrete changes, relatively small and uncomplicated, have been successfully incorporated already or stand a good chance of becoming institutionalized in the future. However, far more surprising is the fact that a substantial number of the changes that both we and our informants consider strong candidates for institutionalization are both large and complex. This is surprising because of the logical expectation that large, complex changes would also be the most expensive and would, in addition, require the greatest amount of structural accommodation in the LEA and particularly within the organization of the IHE. Despite this initial rationale, however, we have found a number of rational explanations for why, in many cases, such changes may be expected to survive. First, many of the most complex programmatic changes involve the development and extension of sophisticated inservice education programs as enhanced ways for the IHE and

LEA to work together for the solution of practical, teacher-identified problems. Thus, though complex, these programs reflect an important current part of the mainstream of education throughout the United States and may be expected to be supported by state departments of education as well as state teacher associations. Teacher Corps project directors seem to have understood this fact and have worked to enlist the support of these various levels in the educational hierarchy even well before the expiration of the Teacher Corps grants.

Another reason for survival may be that the sophisticated and complex programmatic innovations are much more likely to enlist the enthusiasm and lasting support of the participants, who may feel that the substantial investment of their effort in such programs is worthwhile and comprises an exciting professional challenge. The fact is that in some cases we found that teachers and IHE faculty members alike wrote off some of the smaller, simpler changes as boring or tedious. Possibly the most powerful explanation for the finding that the larger, more complex changes have often been successful, however, is that Teacher Corps staffs, particularly those who have had prior experience with either Teacher Corps or other federal intervention programs, have learned much about how to pyramid programs and resources as a means of increasing the likelihood of each component's implementation and survival. This is probably an important reason for another observation that it has frequently been extremely difficult to follow any single innovation over time. We report elsewhere that small, incremental changes are most easily institutionalized (see Chapter VIII). But, it is our impression that the reason for this is that the successful Teacher Corps directors and program staff have learned that it is an efficacious change strategy not to promote individual and isolated changes but rather to attempt to bind them into a mutually supportive integrated system of changes described by a common, unifying, and, if possible, compelling theme. This approach is far more likely to elicit commitment of both program participants and those who control the resources within the university and the public schools. Examples of such complex but compelling changes are the pyramiding of the new matrix system with the Teacher Consultant Program at Rolling Hills, the Metrocenter concept at Big Town, the NUSTEP program at Plainview, and the integration of the faculty internship program and the teacher-planned inservice education program at Central State. Each of these program innovations is a complex integration, often combining Teacher-Corps-initiated innovations with other programs and changes initiated by either university or LEA administration. In this way intelligent change agents manage to connect those programs they are promoting with existing or newly developing programs that represent a new and important thrust of the dean, possibly the superintendent of schools, or even by the state department of education. This pyramiding of both programs and resources represents possibly one of the most powerful change strategies that we have observed being employed by Teacher Corps program directors and greatly increases, we feel, the likelihood that some of their most creative and ambitious programs will be retained and even flourish after the termination of Teacher Corps funding.

Characteristics of the Organizational Context of the School of Education

5. Organizational Motivation

We initially hypothesized that the continuation of an innovative policy or program was likely to depend on the organization's--in this case, the school of education's--motivation for implementing it in the first place. The data from all four projects strongly confirm this initial speculation. In all four cases there is strong evidence that Teacher Corps innovations that were initially adopted because they were seen as being consistent with the existing emphasis of the school of education were by far more likely to be retained on the regular budget once Teacher Corps was terminated. Related to this, we found that those changes about which there is a relatively high level of value congruence among the various power groups--the formal and the informal leadership of the school of education--are far more likely to be retained than those that incite institutional conflict. For example, in the earlier years of Teacher Corps, when the emphasis was on moving preservice education more toward competency-based education, those IHEs whose values were along similar lines were no doubt attracted to Teacher Corps. In the later years, during the times of alleged teacher surplus, inservice education came to the fore, and IHEs whose survival depended on new markets were no doubt strongly motivated to take Teacher Corps and other types of help aiming in this direction, whatever their basic value structure might be.

In general, across all four sites, we seldom encountered much identifiable, active resistance to Teacher Corps within the faculties of the IHEs. What resistance there was took the form of apathy due to noninvolvement and sometimes a cynical indifference ("I've seen these programs come and go, mostly go") a characteristic of individualistically entrepreneurial university faculty. There may also at times have been some passive resistance due to ignorance. In these cases, it was frequently felt that the Teacher Corps staff had not yet done an effective enough job in communicating its goals and programs.

In general, we think it is accurate to say that those changes in practices and programs which are consistent with the organization's existing goals and directions are far more likely to be institutionalized. The most innovative and powerful ideas will probably have little chance of survival if they are in conflict with the organizational goals of the school of education. The institutional memory tends to be long and persistent. Programs and practices that have already been institutionalized in the past have their staunch defenders, who are not so much against the new practice or program as they are against any implication that they should change their way of doing things, their implicit commitment to an already institutionalized practice. Thus, once institutionalized, practices tend to last past the point of their functional utility. Change may occur only if it is required for institutional survival. Therefore, innovations that stand the best chance of lasting are those that are seen as consistent with the institution's survival by those who hold power and control resources. Then the innovation may be integrated into the regular ongoing organizational support system (budget, staffing, etc.).

6. Method of Introducing Change

At the outset we predicted that the care taken in introducing an innovation should be an important factor with regard to its likelihood of being institutionalized. Although this hypothesis is supported by the evidence, a good intervention strategy alone is not sufficient to guarantee institutionalization. It is, however, a critical beginning. Our impression is that innovations for which the Teacher Corps project staff took considerable time and effort in thinking out their intervention strategy beforehand were better received and more firmly supported by both the IHE and the LEA. These introductory strategies most frequently involved heavy initial participation by all project participants in the initial planning and decision-making, and this involvement resulted in a necessary feeling of ownership toward the innovative practice or program. We also found that flexibility in introducing changes was an important factor. The best project directors were able to adjust to initial resistance by changing their approach or by making adjustments in the innovation itself in order to gain greater support. We found that, frequently, persistence and willingness to adapt to the local situation, as well as a willingness to accept partial and incremental results, produced desired results in the long run.

We have found that the goals and interests of the different constituencies--the LEA, the IHE, and the community council--frequently diverge. Thus, it requires uniquely alert and flexible leadership in introducing a change to find common cause and to persuade these different constituencies to support it. Given this condition of potentially conflicting constituencies, we have found that it is particularly critical to establish early an ongoing, coordinated communication network among the Teacher Corps staff. One of the more effective Teacher Corps project directors said that such a communication network, involving all constituencies, was one of his most effective means for gaining support for his programs. He also said, "I have found that one of the most powerful methods of introducing change is to promise all constituencies something early on, even if it's a small thing, and then deliver on it immediately. This early-won trust will generalize to the introduction of larger, more substantive changes in the future."

Also, although each director had his own unique style of leadership and some were more vigorous, dominant, and charismatic than others, there was a tendency in all instances to play down Teacher Corps as a separate element. A greater degree of institutionalization seems to prevail when the Teacher Corps label gets lost as quickly as possible--when what is happening is made to appear as a normal part of everyday operations, not the sole or main result of a big federal intervention. This approach may be hard on the public relations of federal programs that need publicity and recognition to keep support in Congress; in terms of providing genuine help where it is needed, this more low-key strategy may be more effective.

7. Planning for Post-Teacher Corps Support

It is difficult to generalize about this factor since there was little variation across sites. In all cases, either the fact that planning was mandated by the 1978 Rules and Regulations or the fact that the project staffs in all four sites were sufficiently sensitive to recognize its importance led all four projects, from the outset, to discuss strategies for keeping what they considered to be their more powerful ideas going after the expiration of Teacher Corps support.

Beginning in Teacher Corps Program 78, the Rules and Regulations mandated that one of the four outcomes to be achieved by the Teacher Corps projects was "the continuation of educational improvements...made as a result of the project, after Federal funding ends." This was one of the criteria for judging the original grant application and for each subsequent annual continuation proposal. How persuasive was the original proposal in its plans for continuation? What did they report had been done each year? How successful were they and what did they plan for the next year? These were required parts of each continuation grant. According to widespread testimony at the IHE, especially by those who had been in Teacher Corps before institutionalization was a requirement, more attention had indeed been paid to this feature and more progress seemed to be evident than had been the case earlier. The case study records show that the existence of this study on institutionalization in the early part of the project caused local participants to comment on their heightened awareness of this aspect.

Whether this requirement has been a strong factor is difficult to say from our data. It is our impression, however, that the very fact of being forced to think about and plan for the future situation in which there will no longer be external funds available has caused the Teacher Corps staffs to be far more realistic about the problems that confront them than they might otherwise be. We found numerous instances when project leaders said, in effect, "Maybe we ought to think of a way to graft these good ideas into already existing structures so they can last." The sites that have had considerable past experience with Teacher Corps appear to be the most realistic about planning for and confronting the maintenance of their programs after Teacher Corps. It is also clear that the older programs have a somewhat more realistic sense of priorities, realizing that they will probably not be able to continue all of their innovative programs after Teacher Corps money is gone. Their preplanning effort involves concentrating their efforts on what they consider their most important programs and on those that stand the best chance of being accepted into the regular program of the school of education.

8. The Organization's Past Record

We predicted that schools of education with a history of openness to change and self-improvement would be the most likely to be able to incorporate Teacher-Corps-initiated innovations into their regular programs. We probed and found contradictory evidence about the role of institutional "history." Thus, this hypothesis was neither confirmed nor refuted by the data from the four case studies. We had insufficient data on this topic from which to generalize. Certainly, the participants in the interviews had strong feelings about this issue, believing that the overall "institutional culture" had a great deal to do with creating an aura of readiness and openness for self-appraisal and a willingness to change. Nevertheless, there was too little variation on this dimension across our four sites to make any meaningful generalizations. Our impression is, however, that other factors, particularly the quality and style of current leadership within the school of education and the support that that leadership has from the full faculty, are probably more influential than institutional history.

9. Problem-Solving (R&D) Approach

This factor is related to number 8 above, and here again we simply do not have sufficient comparative data to make meaningful generalization possible. In analyzing our field notes from the four case studies, we find that, on this topic, there is virtually no codeable data. Our interviews indicate that, although individuals within the faculty may use systematic problem-solving approaches, there is not much evidence that the institutions as a whole had employed an ongoing research and development approach as a major tactic for planning future directions.

10. Reward Structure

We initially predicted that institutionalization is more likely to occur when the reward structure of the IHE systematically provides incentives in the way of tenure and promotion for faculty commitment to project goals. Our finding is that, for the most part, the reward structure is not so attuned, with the exception of monetary rewards. There was also evidence in some instances that promotion was positively affected by Teacher Corps participation.

Even though all four universities have a long tradition in which service and teaching were even stronger components than research, the traditional path to promotion, which is along the route of research and publication, is firmly rooted and not about to change. Field service and experimental, high-risk ventures are typically not encouraged by this system. Several of the deans were trying to alter the reward structure to make it more responsive to the kinds of activities Teacher Corps encourages, and they have been successful to some extent. Witness that senior, experienced regular faculty have been the chief Teacher Corps actors in all four places. It would appear that the traditional reward system has been, to some extent, "manipulated" sufficiently by some determined deans to lure some highly competent, experienced staff to participate. But until research growing out of field practice, which is encouraged by all as the best way to fit Teacher Corps into the traditional reward structure, becomes the rule rather than the exception, the reward structure must be considered more of a liability than an asset in promoting lasting change at institutions of higher education. Furthermore, the forces that cause the traditional reward structure to be getting stronger.

11. The Problem of Personnel Overload

At the outset we speculated that personnel overload would be one of the central reasons why faculty would not be willing to continue their commitment to Teacher-Corps-initiated innovations once the federal money was gone. Certainly, our data from all four sites indicate that IHE faculty who are participating in Teacher Corps projects already feel the overload but that at least the offset money provided by Teacher Corps helps to buy their time away from their regular loads on campus. Most faculty members and even school of education administrators felt that, if there were no alternative sources to pay for released time for faculty when the federal money terminated, many faculty, no matter how strongly committed they were to the innovative programs would have to decrease their commitment markedly in order to meet their obligations to their regular course and service load at the university. We did not find, as we had initially anticipated, however, that the complexity of the Teacher Corps innovation had any predictive power about institutionalization. If anything, the faculty seemed to be more willing to maintain their commitment to the more complex--and therefore often more intellectually and professionally challenging--project activities.

12. Control of Resources

Our data strongly confirmed the critical importance of support by the IHE leadership who control the resources needed to continue innovative programs after the federal money is terminated. It also confirms that those innovations that have the enthusiastic and visible support of those in the decisionmaking positions and of the high-prestige members of the faculty have a far greater chance of surviving. Related to this subject is the finding that, in all four sites, informants believed that one of the crucial elements of success was the decision to use regular tenured or tenure-lined faculty members rather than going outside to employ soft-money project staff personnel. In all four sites, decisions had been made to turn to respected senior and tenured members of the faculty as project directors and to involve, as much as possible, members of the regular faculty as participants in Teacher Corps outreach activities.

Report of instances of difficulty in projects, especially about something not lasting, were often accompanied by the explanation, "Not enough of the regular faculty have been involved." The records show that enticing the regular faculty is not always easy because of competing forces. But when the effort is made and is successful, the results are more than justified. One example of using soft dollars for additions to the regular school of education staff that seems to work well is to use promising leaders from the participating school districts as adjunct members of the faculty and to have them become advanced graduate students. This brings the IHE and the LEA closer together and strengthens both sides of the partnership. The strong results from such efforts cause IHEs to search for regular dollars to institutionalize such arrangements. In our judgment, this practice increases greatly the possibility that the critical resource controllers will become committed to the continuation of program goals even before these decisions have to be made.

In all four sites, project directors and staff felt strongly that the unqualified support of their deans and of the superintendents in the collaborating school districts were crucial keys to the success they had achieved and would be equally important to the continuation of Teacher-Corps-initiated activities after the federal money was gone.

13. Leadership Style

All our evidence points to the fact that leadership style is one of the keys to institutionalization. But high quality of leadership should not be identified as either the idiosyncrasies of a single charismatic individual or with obtrusive leadership style. In fact, it appears that the best leadership condition is one that is well balanced between the Teacher Corps director, the dean of the school of education, and the superintendent of the collaborating school district. In one of the case studies, we commented on the well-documented qualities of the Teacher Corps director himself. However, even in this case, where our informants pointed to this individual as critical to the success of the program, the project also enjoyed the support of an interested and informed dean and the collaborative efforts of a superintendent who was considered to be an excellent leader in his own right. Nevertheless, the director is a key to the success of a project. In the four sites visited for this study, the project directors were all selected from the senior, respected, regular faculty members of the IHE. These directors were persons who were already established in their careers. They had solid reputations, not only for working well with their colleagues in the universities but also for having the confidence of the people in the schools. They were all energetic with regard to their careers. One was near the end of his career; two were midway through, and one was in a relatively early phase.

One characteristic that all sites had in common was the fact that, although powerful, their leadership strove to maintain a low, unobtrusive profile. In most cases, they endeavored to deemphasize the Teacher Corps label. This low-profile tone was usually set by the style of the director, but in time it came to be identified with the approach of the entire project staff. This approach may have denied Teacher Corps some modicum of public relations, but it went far toward creating acceptance and trust among the collaborating school district personnel and community council members. In all four of these projects, the approach was to walk very softly and attempt to create an atmosphere of genuine parity in the collaborative effort, along with full and continuous participation by the participants representing all three collaborating agencies. In Plainview, in particular, this appeared to be possibly the only leadership style and intervention strategy that would have served to create collaboration and trust.

In addition to the project director, dean, and superintendent, it was also found to be important that the other key members of the project staff possess good leadership qualities. The team leader, in particular, was crucial to a successful internship program and thus to the most visible aspect of Teacher Corps' presence in the school district. We also found that, in most cases, a creative and imaginative project director required a strong and effective assistant, who tended to assume the role of expediter and executive officer--that is, someone who could translate the creative notions of the project director into operational tasks. It seems that the more creative the director, the more crucial is the task of the person serving in the role of expediter.

Unfortunately, leadership characteristics often depend on idiosyncratic factors. The fortuitous presence of a particularly creative and effective leader in the role of Teacher Corps director or of dean can make an enormous difference in the outcome of any given project, although even the most creative and powerful leadership probably cannot manage the institutionalization of a weak or untimely innovation. All even very good ideas, although conditions may be favorable, may not be successfully implemented or institutionalized without good leadership.

Most of our informants believed it was difficult, it not impossible, to recognize the qualities that would make an effective Teacher Corps director in advance of actual experience. However, universally, they felt that the person should be selected from among the regular, senior faculty who have good credibility inside the school of education, with his or her professional peer group, and in the school district. Most felt that a Teacher Corps director should have had considerable outreach experience working in the public schools prior to appointment. Nevertheless, after looking closely at all four sample sites, we must confess that, although leadership emerges as a most powerful predictive variable of program success and of the likelihood of institutionalization, there is indeed a certain idiosyncratic quality to that factor that makes it difficult to provide useful guidelines for identifying, selecting and integrating the necessary qualities of leadership to ensure program success.

14. Value Consensus/Conflict Within the Organization

We initially predicted that the extent to which Teacher Corps and Teacher Corps kinds of changes were congruent with the existing norms of the SCDE would enhance the chances that these changes would be internalized as part of the regular, ongoing teacher training program. We feel that this hypothesis has been confirmed, but it is difficult to generalize outside our sample since, within our four relatively successful case studies, there were no obviously negative examples. In all four cases, nearly all our IHE informants agreed that their school of education was historically and currently a service-providing type of institution and thus, at least minimally, congruent with Teacher Corps kinds of practices and programs. We did find minor value conflicts, such as the fact that in almost all cases the foundations departments were the least involved in Teacher Corps and the most often resistant, if only passively, to such involvement. However, most of our informants felt that this was not representative of any significant incompatibility, but rather simply reflected the fact that the foundations are, by their very nature, the least involved in outreach kinds of activities.

One organizational conflict that did emerge in several of our case sample sites was some conflict between the inservice and preservice programs. This seems to have been due primarily to the fact that at these institutions enrollment had not yet declined markedly, and there was still fairly wide demand within the region for graduate teachers. Thus, the preservice program was resisting Teacher Corps' thrust toward far greater emphasis on inservice education programs. In these cases, if the demand for teachers holds up, there might be continued resistance and thus diminished chance that the inservice program will be institutionalized once Teacher Corps leadership and thrust have ended.

Another area of conflict that seemed to characterize nearly all the projects we examined was a conflict between the staff development goals of the dean and department heads and the goal of the Teacher Corps project staff to develop a powerful inservice education delivery system. Deans and department heads tended to feel that one of the most useful aspects of the Teacher Corps grant was the opportunity it provided for training or retraining the school of education faculty. They saw this as a chance to give some necessary field experience to both young and old faculty members who had never worked out in the school districts before. The Teacher Corps directors, on the other hand, had as their chief priority the delivery of a quality inservice program. Thus, they often resisted attempts by the school's administration to get them to use the less experienced faculty members for outreach activities in the school district. They felt, and probably quite rightly, that this practice would impede the development of trust in the school district.

They preferred the strategy of selecting those faculty members who already had extensive successful experience in the schools and who were enthusiastic about the possibility of working there with Teacher Corps support. To put it simply, the deans tended to want to use Teacher Corps to develop weaker members, while the Teacher Corps directors favored the strategy of going with known winners as the only way a project could gain credibility with the LEA partner. At the time of this writing, the Teacher Corps project staff's view seems to have prevailed, and, to an important extent, this fact has accounted for their successful collaboration with their respective school districts. However, we may expect that, as Teacher Corps money terminates, the dean's view may prevail because he will have more immediate control over those discretionary funds that do exist for the support of staff development and outreach activities.

In short, there was a high degree of agreement between the federal program aims and those of the IHEs in all four study sites. Key personnel at the universities, the initiators of the projects in all instances, indicated that the Teacher Corps participation came about or reached its high point of success when what the IHEs wanted to accomplish would be furthered by the federal program.

Factors External to the School of Education

15. The Needs and Demands of a Changing Society

Factors external to the IHE or out of the Teacher Corps project's sphere of control are likely to be the most critical of all in determining the programs and practices that may survive after Teacher Corps money is gone. For example, such factors as continuing decline in enrollment in schools of education or continued emphasis by the public at large and their state representatives on accountability in teaching may determine to an important extent which programs and practices will be retained. Another example was a new set of competency standards and a broadened governing structure that a state board of education had just passed, which caused the IHE to focus the Teacher Corps project largely on implementing these new regulations. As we have seen in all four of the case studies, those innovative changes that were congruent with external pressures from state or federal levels were far more likely to gain the support of those within the IHE who control the critical resources. When innovative programs or practices are incongruent with external political pressures or the thrust of the mainstream flow of American education, these ideas may survive only so long as there is a powerful and persuasive Teacher Corps staff to support them. The most successful Teacher Corps project directors have been those who have been astute in their ability to point out to the deans or, for example, academic vice presidents the ways in which their program goals are consistent with such external contextual factors of the state or national environment.

Thus, the notions most likely to be successfully institutionalized are those that can be adapted and altered to be consistent with existing institutional goals and external contextual pressures. Furthermore, the groundswell of concern for greater attention to the handicapped, a fairer deal for the children of minorities and poor people, a larger voice for all consumers--that is, members of the community--in schools are dominant features of our contemporary scene. These are the major underlying forces that have been at work over the past two decades. It has been the strength and durability of these forces that caused the Teacher Corps legislation to be passed in the first place and that have been in the background surrounding all Teacher Corps projects over the past 15 years. As a result, education in these communities has been touched; universities have been changed; new voices of leadership have been heard; and new directions are being taken that show signs of lasting.

16. Interest Group Pressures

At the outset we contended that a Teacher-Corps-initiated innovation would be more likely to be retained if it was supported by some powerful external interest group or lobby. We feel that this hypothesis has been confirmed. Certainly, at Central State University in Spruceville, the support of the state teacher organization for the project's teacher-planned inservice education program greatly enhanced the likelihood that that program would survive the expiration of the Teacher Corps grant. Similarly, the NCATE's insistence on greater attention to multicultural education within the IHE was serving to support Teacher Corps' efforts in this direction. Within the four sample sites, we are not aware of any examples where powerful external interest groups have opposed Teacher-Corps-initiated programs and practices in any systematic way.

However, such interest groups or lobbies are likely to be most effective in inhibiting or facilitating the survival of Teacher Corps innovations if they are in some position to control the flow of resources to the IHE. This power makes an issue of institutional survival, which places the locus of control within the hands of university administrators to support programs that either are or are not congruent with the external pressures bearing on funding decisions.

17. Reputation of Users

The case studies of the four sample sites did not provide sufficient evidence to confirm or refute the initial speculation that a Teacher-Corps-initiated change would have a greater likelihood of being adopted and institutionalized if other schools of education of good reputation were using the new practice or process. The only supportive evidence we turned up in this regard was the fact that deans from several of the schools of education we examined said that one of their reasons for supporting a practice or program that Teacher Corps was promoting was the fact that such notions seemed to have been successful to some degree at high-prestige institutions. Far more often, however, the criteria they offered for supporting or not supporting a given Teacher-Corps-initiated change involved the extent to which it was consistent with external pressures and with goals that they had for the future development of their school of education. Moreover, in all four of the sites we examined, the deans tended to view that future thrust in terms of greater orientation toward service provision; and this, rather than acceptance by the more research-oriented schools of education, appeared to be their prime criterion.

Characteristics of the Federal Agency

18. The Mandate

Federal categorical programs "mandate" that attention be given to certain things and not to others. This approach is currently the subject of much debate, for, it is argued, the federal government should not be telling the local group what to do. But what if local groups are not attentive to matters of national concern, the other side of the argument asks. The federal government, through many of its categorical programs, is attempting to balance these views by using the carrot rather than the stick. Local programs are not required to apply for or to accept the funds. They are not mandated by law to perform in certain ways--except in some instances, as, for example, in providing a "least restrictive environment" for children with special needs. If elected representatives believe that poor and minority children are not being served as well by local schools as are children from the opposite end of the economic spectrum, then a voluntary program that attempts to redress this imbalance is in harmony with established American principles. The chief questions to ask are: Does the program work? Does it bring about lasting change in the desired direction? The evidence from our small study suggests that the answer is strongly in the affirmative. One of the reasons is that local groups pay attention to the federal mandates.

Teacher Corps staff members, as well as administrators from both the IHE and the LEA, at all four of our sample projects felt that the 1978 Rules and Regulations were a great improvement over those in past cycles. The Teacher Corps staffs, especially from the three projects who had had previous experience with Teacher Corps, felt that the new Rules and Regulations were considerably more flexible, allowing them a great deal of leeway for adaptation to local problems and conditions. At several sites, university as well as LEA external grant administrators said that the Teacher Corps Rules and Regulations were the easiest to work with of any of their major federal grants. Several of the Teacher Corps directors felt that the current Teacher Corps regulations far more accurately reflected the realities of American society and the currents of American education than did the past cycles.

A number of informants on Teacher Corps project staffs said that the Rules and Regulations are much more adaptable than earlier versions to conditions in the smaller towns and in universities serving partially rural communities. They felt that the past cycles were developed almost exclusively with large core-city populations in mind. They also did not believe that their own experience with using large intern programs as change agents in the community had been successful. They felt, in fact, that in many cases the programs had generated resentment and resistance in the communities, which they are still trying to overcome.

The only aspect of the Rules and Regulations about which there were some reservations among three of the four project staffs had to do with the creation and operation of the community council. It was not so much that they resisted the idea of the community council itself but rather that the Rules and Regulations are not clear enough about how the notion of parity should be achieved in practice or how the community council's responsibilities should be precisely defined.

Nevertheless, overall, all four sample projects expressed the feeling that the 1976 Rules and Regulations had been easy to live with and had, in fact, facilitated their efforts rather than hindered them. As we mentioned earlier, project staff from the three sites that had longer experience with Teacher Corps felt that the changes for Programs 78 and 79 were a dramatic improvement. For example, the deans tended to feel that the previous 2-year cycles did not allow sufficient time for institutionalization.

19. Technical Assistance

One factor that we speculated would facilitate institutionalization is the fact that federal programs such as Teacher Corps are accompanied by provision of technical assistance for projects attempting to carry out the mandate. National meetings, workshops, training sessions, and regional networks were established. There is clear evidence in our cases that these have helped in substantial ways to make the program work and have caused it to achieve a lasting place in local efforts. To the extent that our Teacher Corps staff informants commented on this aspect at all, they tended to be positive, except in one case where one project director felt that the assistance he had requested in clarifying some serious issues with the community council had resulted in more confusion and more conflict than had been the case before.

20. Monitoring

The monitoring of these projects from Washington was much more favorably commented on than is typical of educational circles, where the tenor of comment tends to be predominantly negative. Such commonly applied epithets as "arbitrary," "unnecessarily prescriptive," "inflexible," "superficial," "heavy-handed," "shoddy," and "lacking in competence" were notably absent in all four sites. The dominant tone of the kind of monitoring they received from Washington was positive. The projects did receive attention; they were not neglected or allowed to drift. They received feedback after visits. There was an absence of hassling over minor kinds of compliance issues. Explanations of deviations from plans and policies were heard and fair judgments made. There was an attempt to keep paperwork from overwhelming the process of implementation. Flexibility and firmness were both present in workable ways.

What is the explanation of this reputedly uncommon situation? We do not know. It could be that the common stereotype is wrong--that things are not as bad as they are alleged to be.

Does this harmonious circumstance that we found in these sites help to produce the results? Or is it a by-product of successful projects? Again, we cannot tell for certain. It probably works both ways. If the program is well conceived in Washington, and if those in the field are effective and competent in execution, it would not be unreasonable to suppose that the monitoring is not an onerous task. It may be that difficulties arise when the original program is not well thought out and opportunistic entrepreneurs rather than genuinely interested applicants receive grants. If so, then attention might well be directed toward correcting these troublesome features.

That monitoring from Washington can be a positive force in making projects work and last is clearly demonstrated in these instances. In these cases, the monitoring was not so heavy-handed as to stifle creativity. It permitted local circumstances to be taken into account as attempts were made to implement and institutionalize aspects of the Teacher Corps framework.

Factors Facilitating or Inhibiting the Likelihood of Institutionalization That Were Not Initially Predicted

21. Time and Continuity

The length of time that a program has been in place and the continuity of its leadership have emerged as important determinants of institutionalization. Bringing about change and sustaining it is a complex process that takes time to learn. IHEs that have had continuous experience with Teacher Corps or similar intervention programs and with outreach types of projects are much more likely to succeed with new ones. There is seldom any "magic coming together." There is just learning how to introduce and sustain innovation, and this takes experience with trial and error. Certainly, the project staff of programs that have been in Teacher Corps for some considerable time believe this to be one of the most important factors in their success. They feel that they are only now beginning to reap the benefits of Teacher Corps efforts in previous cycles. Consistent with this opinion, our participants feel that, although the single 1- or 2-year projects may have been effective in initiating change, the current 5-year plan with its planning year, 2 years of implementation and operation, and 2 years of institutionalization and dissemination is more effective in sustaining that change. In one of the projects, the superintendent of schools said that it is very difficult to look at the impact of Program 78 alone. "Teacher Corps has been here for so long, whittling away at the various resistances to change, that many of the things that began in Cycle Five or even Seven are just now beginning to pay off." Another IHE informant said, "I feel that change comes very slowly and that it comes as a result of growing consciousness of the classroom teachers and the IHE faculty members involved. One needs to be very patient." One other influential IHE administrator said, "A major factor accounting for Teacher Corps' success here is that it has been around for such a long time. Also, with a 5-year program, there is a much greater possibility of making constructive change and having it become institutionalized." They have been in business long enough to establish an "old boys" network so that things can get done all over the state, "not just here at the IHE." One of the Teacher Corps program directors said, "A lot of our efforts did not come off. We have been fortunate, however, to have continuous funding over a long period. Our good program ideas did not die. They got retitled and funded one more time."

Our sample included three projects that had been in Teacher Corps several cycles before programs 78 and 79. One had been in from the beginning. One site was just beginning, and in this project there had not been time for a unifying focus to emerge. The greater amount of change in the three experienced projects--the length of starting-up time, the working out of problems, the implementation--all pointed to the wisdom of providing longer periods of time for projects. The new 5-year cycle of Teacher Corps was judged by participants to be superior. The evidence of this study strongly supports the new Teacher Corps format. The design, which includes a year of planning, two for operating the new system, and two for institutionalization and dissemination, is a promising idea that merits wider trial than it has yet had for this and other kinds of programs in teacher education.

In short, the programs with a prior history of Teacher Corps involvement have simply had more time to learn from their mistakes and to learn how to get change into the bloodstream of the IHE.

22. The Alleged Rigidity of IHE Bureaucracy

A substantial number of informants in the schools in all four sites felt that one of the most serious deterrents to institutionalization of Teacher-Corps-initiated innovations at the IHE was the rigidity of the university bureaucracy. Central administration had difficulty in dealing with Teacher Corps' "unconventionality" and the "fiscal looseness of the funding structure." The committee structure was singled out frequently as standing in the way of getting even simple course changes approved. Some university personnel also independently referred to this problem. When presented with this school view of their world, university respondents admitted the legitimacy of the complaint after somewhat defensively referring to the bureaucratic structure of the school system. The main problem that the education faculty point to is their lack of control over their own destiny, especially at the graduate level, where they are subjected to the university-wide authority of a graduate council or dean. In some instances, they pointed out that greater changes had taken place at the undergraduate level, where the education faculty had control over its own curriculum. The most optimistic view was presented by one informant, who indicated that if one did manage to get something new through the system, it was likely to last for a long time!

Several Teacher Corps project directors said that one of their key sources of frustration in attempting to sustain Teacher Corps goals was that the nature of university bureaucrats in their role of carrying out regulations and instructions was contrary to the innovativeness of Teacher Corps goals and interests. The feeling among Teacher Corps staff members was that for Teacher Corps to accomplish its goals, at both the IHE and the LEA, they, by definition, must make life difficult for the university bureaucrats because the program continually requires exceptions to standard procedures. One project coordinator said, "The certification office, the graduate office, the registrar's office, and the departmental office are all trying to maintain the present system, and it is a task of considerable magnitude to break this down."

An example of a problem that received prominent attention was the rigid course credit structure by which budget and faculty positions are determined. To the question why faculty members could not be assigned to work in the field to help school districts with inservice education, the response was almost universal: "We can't unless that work generates tuition and credit and can be put into a course structure"--all three of which the teachers and administrators in the schools are trying to get away from. Many of the promising efforts to bridge the theory and practice gap between university and school are tied up with this question. The promising developments that are being worked out in Teacher Corps projects will be jeopardized if this requirement cannot be changed. There was evidence of some successful efforts, but the central university administration typically strongly resents change.

Another IHE faculty informant said that the biggest difficulty of institutionaliztion is the problem of overall sluggishness of the university administration rather than anything to do with Teacher Corps itself or even with the school of education. One faculty member, who had participated in Teacher Corps programs, stated, "The state university is a very big, complicated place. It has a large bureaucracy, which is difficult to deal with. Most of the people at the university don't even know what Teacher Corps is and wouldn't be sympathetic with their goals if they did." Thus, whether or not it is indeed a fact that the university administration is, by definition, an obstacle to change, it is certainly perceived as such by the faculty and particularly by those who are participating in Teacher Corps programs. This perception may, in many ways, contribute to a condition of self-fulfilling prophecy.

23. A Past History of Successful IHE-LEA Collaboration

One of the factors that appears to be important in predicting successful institutionalization is a past experience of cordial relationships between the university and the local education agency. We have found that, in all cases where the university, particularly the school of education, and the LEA have worked together in some way in the past, this has greatly facilitated Teacher Corps' entree and accelerated the process of building trust. In those instances where Teacher Corps has gone into a district cold or, worse, into a district that has had a bad experience with a previous cycle of Teacher Corps or with some other school of education program, there has tended to be a great deal of initial resistance, which it has taken considerable time and effort for the current Teacher Corps project to overcome.

24. Resource and Program Pyramiding

How resources are used appears to be critical along the path toward institutionalization. A commonly recurring element in these projects was that Teacher Corps resources were combined in various ways with other federal, state, and local resources to accomplish tasks. Often, one source of funds was insufficient to mount the kind of effort required to reach the desired result. Proposed activities needed to be considered and combined with each other. Small projects "piggybacked" on larger ones; larger ones were used as coordinating umbrellas for a number of smaller ones. Teacher Corps was sometimes the larger, sometimes the smaller element.

A combining of individual innovations into a more complex, mutually supportive system, which provides greater integration and support for the individual changes, appears to be one powerful method for gaining a toothold in an environment that is generally considered to be inhospitable to innovations from outside. For example, at Rolling Hills our informants felt strongly that the incorporation of the Teacher Consultant Program of Teacher Corps within the dean's new service matrix increased the chances that both would succeed and strengthened the power of the model for generalization to other outreach activities in the schools in various communities throughout the state. The combining of the faculty internship model and the teacher-planned inservice education model at Central State in Spruceville is another example of this type of pyramiding. Furthermore, commingling of different federal with local funds, a reputedly forbidden practice, tends to work to everyone's advantage. As one influential LEA administrator said, "If you don't combine your resources, you are not going to have an effective program. We have other programs in this school--some federal, some state, and some local. Teacher Corps has "piggybacked" on that and has supplemented them. Sometimes we have used the Teacher Corps as an umbrella for the coordination of the use of all other funds. Far from causing us problems, it has been a major factor in making things work." Therefore, it is our perception that the pyramiding of both funding and programmatic ideas tends to reenforce the thrust of each and increase the likelihood that they will gain support in the regular program of the IHE.

25. Faculty Culture

There are many aspects of the traditional faculty culture that run counter to easy institutionalization of educational change. What must not be forgotten is the independent, competitive, and territorial nature of the faculty itself. Widespread faculty understanding and commitment are required if lasting change is to be obtained. Many elements in the faculty culture in education departments, which are probably not unlike other departments, make the success of soft-money projects harder to achieve than might be apparent at first glance. For example, one trouble spot is that new dollars, for which there is more than a normal amount of freedom for discretionary spending, are always scarce. Those who are fortunate enough to obtain them, even though they may have worked very hard to do so, are the natural objects of envy by colleagues who are not so favored. Faculty not in the project often resent that those in the project are able to get away with nonconformity while they are required to "go by the book." Those who bring soft dollars into an institution are often accused of considering themselves to be some kind of elite who deserve special privileges, which contributes to their isolation from the rest of the faculty. So say some who are not directly involved.

Widespread participation in soft-dollar projects such as Teacher Corps is further inhibited in some faculties of education by the pressure of a large number of faculty members who are so independent and entrepreneurial as to resist being co-opted by Teacher Corps types of activities. Especially as faculties become older and predominantly tenured, as is the case today, it is often alleged that the situation becomes less dynamic and the problems of institutionalization are exacerbated. It is often difficult to entice them into a demanding and cooperative enterprise such as Teacher Corps. Without strong leadership, it is difficult to get a faculty to pull together, which is a necessary ingredient for producing lasting change. It is not easy to lure independent old veterans from their established academic roles into new, imaginative programs.

A final aspect of faculty culture that must be considered has to do with faculty load. Faculties hold a common view that "We are all very overloaded." It is true that institutions and departments vary in the number of hours per week that professors are required to teach, and it is widely recognized that some faculty work harder than others and carry more than their share of other than teaching responsibilities. Even so, a dominant feature of faculty life is a tenaciously held view about overload. Hence, in any new project that attempts to involve the regular faculty, the almost automatic response is, "I am already too busy." "How can my load be reduced if I take this on?" "Why not hire someone else to come in to do it?" The temptation to acquiesce to the last question is great and leads to undue reliance on temporary staff, an obstacle to institutionalization referred to earlier. A regular faculty member may be relieved for half-time to engage in a special project, but as one young faculty member said, "There is no such thing as a half-time position. You end up working full-time on two different jobs." In this case, a very imaginative and successful faculty internship arrangement was in jeopardy because it was her judgment that it involved a substantial overload, required a substantial amount of money, and, unless some alternative strategy was developed, it would not last after Teacher Corps money was gone.

Findings Related to Theoretical Issues

The sharply focused nature of this study and the attendant small sample permit us to make only the most limited theoretical generalizations. However, the depth and richness of the data have helped to illuminate several theoretical issues discussed in the second chapter of this report. First, no single conceptual model is adequate to explain the complex phenomenon of institutionalization within the IHE setting. However, the fact that the most powerful factors facilitating or inhibiting institutionalization of change tended to be organizational and contextual suggests the utility of a power and conflict model since so many of those determining factors are largely external to the control of Teacher Corps Washington or the Teacher Corps project staff. But these contextual factors do not operate alone. They interact with the planned intervention strategy of Teacher Corps' Rules and Regulations and with the tactics for change selected by the individual project directors. Thus, we have observed an interaction between a rational/consensus model and a power and conflict explanation for institutionalization. We do argue, however, that the most intelligently planned change strategies may fail if those are not congruent with those other contextual factors external to the control of the Teacher Corps. For example, the most creative and imaginative preservice education program introduced by Teacher Corps project staff will probably have small chance for success if all the external and organizational factors militate in the direction of concentrating resources on inservice education delivery systems. Conversely, even quite modest change efforts may succeed in being adopted into the regular school of education program if they are in the direction that the school is already determined to go or if they are consistent with the historical currents of the external society as a whole. Of course, astute change agents--and certainly this study has pointed to the fact that some project directors are uniquely competent in this respect--are sensitive to these currents and attempt to plan their change strategies in ways that make what they are promoting appear to be congruent with institutional and societal goals and directions.

In all four of our case studies, the changes that had the best chance of surviving were those that had the clear and visible support of those who controlled the crucial resources: the dean, the department heads, and the academic vice president. Those changes not so supported had the least chance of survival. It was also clear that those who played the key roles in implementing Teacher Corps innovations (Teacher Corps staff and involved faculty) would subsequently seldom play any decisive role in the decisions as to whether to support these changes once Teacher Corps was terminated.

Furthermore, our findings suggest that the institutionalization process cannot be described by a simple linear diffusion-of-innovation model that begins with the identification of an organizational problem and proceeds logically through the steps of innovation introduction and adoption and ends with an innovation-produced solution to the problem through change in the organizational structure. Instead, we observed a complex, interactive, even cyclical process in which the innovation, rather than only producing adaptive structural change in the institution, is itself also changed and adapted by the institutional and/or external contextual forces. During the course of this study, we observed that Teacher Corps innovations tend to change the structure of the IHE far less than the structure changes and adapts the innovations to fit its own goals and institutional configurations.

Moreover, certain stages in this process tend to recur cyclically throughout the process. For example, an innovation must gain some minimal early legitimacy within the organization as a lever to release the necessary initial resources to support it. But achieving these resources, in turn, serves to provide increased legitimacy as the innovation progresses to the next level or decision crisis point. This process may explain the observation that innovations are adopted not at any given, definable point but rather incrementally over time. As a consequence, we have found it extremely difficult to identify the point at which any given innovation can be said to be "institutionalized." It is always in the process of becoming or being more or less institutionalized and then, as new organizational adaptations become necessary, becoming deinstitutionalized and, finally and usually quite gradually, even belatedly, being discarded.

Thus, our findings tend to confirm those of the Rand (1978) study that mutual adaptation between the innovation and the structure of the organization is necessary if lasting change is to occur. Furthermore, our four case studies suggest that the pattern and the extent of this adaptation vary greatly from one IHE to another. For example, although all four IHEs were in the process of adopting some form of inservice education delivery system in accordance with the Teacher Corps Rules and Regulations, there were enormous differences among them, depending on the organizational and external contexts of each IHE.

The conventional model of organizational change holds that innovation is more likely to be adopted and sustained by "problem" organizations, that is, by institutions undergoing some crisis that necessitates an innovative solution. But, to the contrary, we have not been studying primarily pathological or problem organizations. Rather, we have focused on strong, healthy educational institutions. The fact that they are healthy suggests that they have had a history of successfully coping with change, adopting and adapting innovations while reviewing and ultimately shedding those features that have outlasted their institutional utility. In this study, we found that healthy organizations have great capacity for change. These institutions appear not to have succumbed to the danger noted in the discussion of the paradox of planned change in Chapter I, namely, so firmly to "institutionalize" an imaginative innovation today that it becomes an obstacle to progress tomorrow.

Adoption and institutionalization of change may require not necessarily an institutional crisis but rather a congruence of organizational motivation to change with the availability of a relevant innovation. Thus, healthy schools of education may seek self-improvement and renewal, not out of weakness but out of the confidence of their strength and quality. It is these already strong institutions, not the pathological ones, that may provide the most fertile ground for Teacher Corps types of educational innovations and be the most capable of sustaining them.

On the other side, however, it is a common observation that even quite healthy institutions are seldom very self-conscious or aware of the process by which they make important organizational decisions--how and why they adopt, adapt, and reject organizational innovations. This process is usually the result of the interplay of external and organizational forces that are largely, though not entirely, unamenable to conscious, manifest planning behavior and usually outside of the sphere of control of those promoting the innovative practice or program.

VIII LESSONS LEARNED

In this chapter we offer what appear to us to be some of the lessons learned from the 15 years of substantial federal effort in educational personnel development, especially during this last round of Teacher Corps programs beginning in 1978 and 1979.

Some of what follows we have formulated ourselves. Much of it is what the experienced, competent, and dedicated men and women in the field--educators in the universities and colleges and community members--have taught us and shared with us.

Based on the Teacher Corps experience about producing lasting change with soft federal dollars, the following five propositions stand out prominently:

(1) Lasting change can be and is being accomplished much more extensively than is commonly believed.

(2) There are many different ways of producing lasting change.

(3) There are also some common recurring themes that run across different situations.

(4) There are some obvious dangers that should be avoided.

(5) Planned change that lasts does not take place easily.

Given these five propositions, what are some specifics that might be helpful to the giver and the receiver of grants, to those who want to pick winners to give their grants to, and those who wish to be successful in having their grants make some lasting difference?

Difficulty of Finding Lasting Change

As an introduction to the subject, we speculate about the question "Why has the substantial degree of lasting change that has been accomplished in the past not been better recognized?" Several factors stand out.

The major problem is that the researchers/evaluators have not been as perceptive as they might have been about where or how to look. The substantial number of "negative" or "no difference" findings of past widely publicized, large-scale survey studies are often of questionable validity. One problem is that they are often looking for unduly large and complex changes in the whole system or sizable parts of it, whereas even quite substantial changes are often slowly cumulative and made up of a number of quite small pieces, no one of which is prominent or easily noticed. Expectations that grants will revolutionize an established professional school are unrealistic. Programs resulting from substantial grants of public or private funds are often announced with some fanfare. The changes to be accomplished may be stated in an overly exaggerated fashion grandiose form, and when such claims cannot be achieved, it is concluded that failure has occurred. This may not be so. Several of our most perceptive project leaders pointed to important changes in small parts of their projects--for example, in a course or units within a course--where much happens day after day that is important in affecting learning.

Another difficulty that researchers/evaluators have encountered is the chameleon-like character of many of the changes that are being attempted. A complicating matter that made the tracing of changes more difficult during our study was the relationship between the names attached to different innovations and the innovations themselves. Sometimes the name would change over a period of time, but not the substance. In other cases the name remained but the substance changed. The principle that seems to be operating is, "If it doesn't work one way, try another." In one site the idea of a "portal" school that was attempted earlier showed up later as a staff development center. In another site an interdepartmental team idea that did not work appeared later in a slightly modified form as a teacher consultant program.

It is necessary, in evaluating attempts to install something new over a substantial period of time, not to be thrown off the track just because an innovation changes its name. External surveyors often miss the fact that a change has continued because their methods rely upon innovations retaining their initial nomenclature. An unusually successful and experienced project leader pointed out, "Our good program ideas do not die. They get retitled and funded one more time."

Changes, even substantial ones, occur so slowly over long periods of time and in such small steps that they are hard to detect. Appropriate research evaluation methods, akin to time-lapse photography, that have not yet been fully developed may be required. Unfortunately, many investigators try to keep their instruments intact, unchanged, so that another investigator can exactly replicate what was done originally. With an understandable zeal for scientific rigor, they can render their instruments and procedures so invalid as to undermine a whole investigation. It does little good to use an instrument a second time if it failed to capture what was intended in the first place. It is necessary in tracing lasting change to come close enough to those who know, to establish their confidence, and to stay long enough to find out where things are located that might be difficult to trace. Our study made a modest beginning in this direction. Local informants can and will, under the right circumstances, help researchers to make the connections needed to trace the process of change.

Recurring Themes

Following are some of the recurring themes across successful projects:

1. Congruence of Values and Institutional Motivation

High on the list of lessons for success in making lasting change in a project with soft dollars is to make as sure as possible at the outset that the organization applying for a grant and the programs of the grantor are in harmony, that both are aimed in the same direction, so that there is strong institutional motivation for change in the given direction. A project director put it succinctly: "Take advantage of institutional needs or goals. Relate the proposed new program to the institution's agenda." This assumes a fundamental compatibility in the beginning between the grantor and the applicant. A mismatch in this regard was probably the cause for some of the notorious early "ripoffs," in which communities who were angry and frustrated took the government funds intended for one purpose and used them for their own, quite different agendas.

2. Persistence and Focus

Change typically does not come easily. It takes time, and discouraging setbacks occur. Trying to bring about change is not for those who lack patience. As one university director put it, "Persevere. Try. Regroup. Try again. Maybe change the title or some characteristic of the new program. Accept partial gains. Try different ways. If it is clearly a loser, give it up. Make a fresh start."

At the same time, it is important not to be diverted. We were advised, "Keep your eye on the ball." This means having clearly in mind at the outset the important matters that one is trying to achieve. "It is a mistake to wage mighty battle...when the issue is trivial, or even of secondary importance compared with the major goal."

Given the size and scope of Teacher Corps projects, which are on the larger and more complex side of the ledger, the new 5-year framework is more realistic than the older 2-year cycles. Even small changes take time to design, install, adjust, and fit into existing structures. Because attempts to change are typically loaded onto an already overcrowded schedule, the effort has to be fitted in. Several years are likely to be required to make way for the new in such a way that it will last. It is unrealistic to expect instant results.

3. Low Profile

"Camouflage" may be too strong a term for describing the essence of the advice given repeatedly about how to approach educational change, but it does not miss the mark too far. Make what you do as nearly indistinguishable from the regular program as possible, we were told. Keep the Teacher Corps and federal intervention labels off things; be low key. In the words of one director, "Use regular courses, programs, and procedures as vehicles for change whenever possible.... Create a low profile." Another director suggests, "Work within the institution's existing structure. Don't create new ones."

The foregoing suggestions are in sharp contrast with the all-too-familiar image of the eager young innovator, energetically hitching up his bandwagon and attracting as much attention as possible along the way. The lesson is that a little humility will not hurt. This lesson was expressed by the director of a program who commented on the negative image of college education faculty members among to those in the public schools:

> When you are promoting change, you are asking others to behave differently. Therefore, the rapport you establish is critical. Sadly, professors of education have...a bad reputation. We often communicate academic arrogance somewhat like people communicate racial prejudice. School personnel have learned that they can't trust educational professors (or other carpetbaggers), so do two things: (a) promise something and deliver right away which may establish a threshold for trust, and (b) assume (and it's a reasonable assumption) that in any professional transaction--negotiation, meeting, discussion--each person present knows or can do something related to the topic better than you. If you believe that, it's not necessary to say so. Your colleagues in the enterprise will get the idea.

4. Collaboration, Ownership, and Credit

Leaders throughout the four projects uniformly stressed the importance of developing local ownership, collaboration of the different role groups in the situation, and sharing credit for accomplishments. "As early as possible, involve those persons who are likely to be affected by the new program. Allow them a decisive role in the planning phase and report progress as often as possible.... Co-opt the power agents of the institutions, those who control resources.... Give these persons credit for the proposed changes." There are more problems at the IHE than at the LEA, as one director pointed out. "Ownership is very important if change is going to be lasting.... [They] have to see that there is something in a project for them before they will buy in. We've been fairly successful...at the LEA, but at the IHE...the grant has been seen more often than not as belonging to the dean, or the director...." Diagnosis of failures frequently turned up a lack of ownership by anyone as the cause.

Project directors and leaders cannot do all or most everything by themselves. They need help. The necessity for sharing becomes a strong force for producing lasting change. In securing collaboration among different role groups, an essential requirement is to establish early in the project as clearly as possible what is expected of each group. The launching of a new project brings new groups together and arranges old ones in different ways. Ambiguity is common. Participants need to begin early to know what is expected of them and what they can expect from others. Lack in this regard appears prominent among projects and programs that are in difficulty.

5. The Importance of Small Steps

A Chinese proverb proclaims that the longest journey begins with one step. A prominent lesson that the experience of these projects has taught us is that progress toward fairly substantial lasting change is typically reached through a series of many small steps over a long period of time. Change is incremental. Here is one way the idea was expressed: "Pilot the desired change on a small scale. Then invite people to see how it is working. Provide all participants with a great deal of support during this initial pilot.... Assume a developmental role--that the changes will be gradual, will develop as we go along, and can be modified as needed." Many of the changes accomplished in the four sites, when described in retrospect, are quite substantial ones. But, when examined in detail, they are made up of a number of smaller ones, no one of which appeared gargantuan or formidable at the time. One key to success seems to have been the ability to break the big task down into a number of smaller ones, all of which are interrelated, and then to work on many fronts simultaneously. The cumulative effect over a period of several years can be substantial.

6. Support from the Top

In addition to the essential rapport with the rank and file of co-workers and colleagues (see number 4 above), the continuing and strong support from the chairperson of the department and/or the dean of the school and his or her associates is necessary for significant lasting change to occur. We found this situation in all sites. The advice is, "Get the backing of the dean and key departmental and school leaders early on in the change process (at the start if possible)." This is especially true for the younger and less experienced project directors. A senior, seasoned faculty director may have a little more leeway, but not much. The way in which power flows in an organization was interestingly portrayed by one director, who observed. "I have always assumed that your credit is limited to one favor per person so you can only expect to win one victory over your dean with impunity. This principle applies to all other persons as well...department chairmen, protectors of academic standards, superintendents...."

It is not unusual to hear, especially in discussions with and among deans, about how powerless they are, that the faculty is mostly in charge, and what they don't control the central administration does. These claims seem to be misleading, at least with regard to the power to produce lasting change. The evidence abounds that the dean and the chairperson are pivotal figures in all phases, from beginning to end, in helping to bring about or block change.

Matters work differently in schools with new, eager deans than in those with older, more established hands in control. In each instance, however, the administrative leadership needs to have strong ownership in the project. This comes about, to an important degree, from the congruence of its purpose with that of the leadership of the school and department (see number 1 above). These leaders exercise considerable power in distributing the formal and informal rewards of the system. They sit at critical decision points regarding budget, personnel, and programs--all important in producing or blocking change.

7. Relationship with the Grantor

We did not closely scrutinize Teacher Corps Washington's monitoring of our four projects, although we had speculated in our original design assumptions that this might be a factor in determining how well projects succeeded in their institutionalizing efforts. However, we learned that this monitoring can be valuable. It turned out, without much probing, that all four cases perceived the monitoring as helpful rather than limiting. This clear conclusion is quite the opposite from more commonly heard allegations about difficulties with federal projects. A closer look at this aspect in the future might be worth the effort. Based on our limited experience, we speculate that monitoring may be a powerful force, or might become one, along several lines: in being active without being restrictive, in correcting deficiencies early before they produce serious damage, in strengthening the hand of local project leaders trying to overcome local resistance to change, and in seeing that federal intentions are honored. It is unclear from our limited experience whether unusually trouble-free monitoring--as in our four cases--or monitoring which is surrounded by complaint is more symptom or cause of project success or failure. This is something that might be explored in greater depth.

8. Realistic Expectations

Testimony of our informants suggests that the morale of project personnel and all others concerned might be considerably enhanced if their expectations of the results of grants were more realistic. It is no sin to aim high, but it can be debilitating to expect too much. One director reported, "Our dean has raised the issue about how much change any one federal project can bring about in a school of education that is fairly large and has a number of different programs, grants, and goals. Does any single grant really have that much impact?" This observation is related to an earlier one reported in the chapter on findings and conclusions about the necessity for pyramiding of resources.

9. Auxiliary Forces

Some of our experienced and successful project directors advised that at times one could take advantage of some forces that might be overlooked and that are not directly associated with the project or even with the institution. Here is how one person phrased it: "Seek the support or implied support of respected persons in organizations outside of the institution and publicize that support. Peer pressure may be most effective when peers are at other universities."

A related idea was stated in another way that might raise some eyebrows: "You ask for my advice. My advice is to decide very clearly what is important but then use whatever is the current fancy as a means to achieve that important goal. It takes longer than you think to see a practice become a part of the established system, but there is usually a way to keep the idea alive."

An unanticipated and significant result of attempting to bring the LEA and the IHE closer together is an increase in the use of adjunct professors. In recent times, it has been increasingly recognized that a heretofore relatively untapped reservoir of talent for teaching at the IHE lies in the teachers and administrative staffs in the schools. The "adjunct professor" category has long been widely used in medicine, business, and engineering, but much less so in education. The need for practical experience and know-how in professional schools is great and their lack has been a dominant theme in criticisms directed at schools of education. In all four of our sites, local administrators from the cooperating schools were offering courses at the university, not just for Teacher Corps participants but for regular university students as well. This seems to be a practice that is already on the way to institutionalization and will probably grow.

Another auxiliary force that helped produce lasting change in several projects was cooperation with other agencies outside the scope of the project for disseminating the results of the project's achievements, for example, reaching out to other institutions of higher education in the region, to the teachers' association, and to the state department of education to help with dissemination.

10. Many Ways To Accomplish Change

Even though we studied only four projects and found that they had much in common, as we have just related, a lesson that came clearly through was that quite different approaches to producing lasting change with soft dollars can bring results. Although a low-key approach was predominant, there were examples where a quite direct, highly visible and publicized approach worked. The norm for success was the use of regular personnel, but some efforts using imported personnel were highly successful. Strong support from the dean figures prominently in our list of favorable factors, but we found one instance where a particular change that had been incorporated into the departmental structure had been opposed by the dean.

Educators tend to search for the best way to do things, to think that there is a best way. Our experience is that this is likely to be a fruitless, unproductive expectation. Less frustration and greater accomplishment derive from an approach that assumes that there are many ways to accomplish a change. When one does not work, try another. Nothing is gained by becoming discouraged or holding up an impossible standard for finding a best way.

Some Danger Zones, "Don'ts," and Warning Signs

The foregoing list of 10 lessons is, for the most part, positive suggestions that are likely to help externally funded projects achieve some lasting change in the university. We now turn to a few warnings and point to some dangers and potential early warning signals to heed in avoiding trouble and failure.

1. Beware of the Inflated Written Proposal

This advice will be superfluous to experienced and sophisticated proposal readers and writers, but it struck us in reading the original proposals how little they revealed of what was eventually undertaken, how limited was their use for prediction. What is highly desirable in a proposal, of course, is clarity in writing and organization, freedom from jargon, brevity, and originality. But it is difficult to tell at the time of making a grant whether such a well-prepared proposal is the result of the labor of those who are going to carry it out or whether it has been prepared by a hired specialist in proposal writing.

Another worrisome feature of the proposal is a tendency, probably unavoidable, toward inflation--to promise much more than can ever be accomplished. It is probably too much to ask those who prepare grant proposals to calculate realistically what they can probably do and ask for funds to do only that much. The temptation is too great to claim much as they try to place high in the competition. But if they could, it would ease things for everyone! Perhaps if everyone were aware of this tendency to inflate at proposal writing time, they effect might be salutary all around.

2. Be Alert to Excessive Entrepreneurial Attitudes

Repeatedly we ran into the argument that success in bringing about lasting change depended on whether the project was driven by people who possessed a deep and abiding interest in the subject of the proposal or whether the prevailing attitude was more one of getting another grant, to have another big project. We have no practical suggestions as to how to determine which is the case, either at grant-making time or later. It is striking how often the idea comes up and how certain some people are that they can detect one or another of these attitudes. The question may be worth working on; it is likely that some indicators could be uncovered. For example, a possible one might be to find out how long those who are making the proposal have been actively working at making the kinds of changes that the grant is designated to bring about. Newcomers might be more likely to have undue entrepreneurial motivation.

3. Look for Early Warning Signs During the First Year

Fiscal Imprudence--A project may be in danger of not succeeding and have little chance of making sustained changes if there is any indication of fiscal imprudence in the first year. Projects need to be extremely careful in this regard. In new projects, there is temptation--perhaps even sound reason--to spend dollars for unusual items and in unorthodox ways. This can arouse the suspicion of the fiscal controllers, as it reportedly did in one site. This anxiety was relieved only after several years, when it became clear that the project directors were prudent and did not make expenditures that were not clearly and legally authorized, even though they may have been unusual.

Excessive Reliance on Temporary Help--Strong reliance early in the project on staff from outside regular channels and then little or no attempt or success in correcting the situation would be cause for concern that the project was in trouble with regard to making any lasting improvements in the local institution.

4. Be on the Lookout for Inappropriate Blaming of Individuals or Groups for Project Shortcomings

Projects inevitably encounter problems and experience failures. It may be a dangerous symptom that foretells trouble to come if project leaders constantly look for flaws in others and if they blame individuals or groups in vague terms for shortcomings. For example, one project leader expressed little faith in the faculty's ever getting together as a team to achieve what the project was aiming to do. He satirically observed, "Most faculties are a collection of individuals held together by a common parking problem.... The university reward structure rewards the prima donnas, not the team players." He further indicated that he had experienced difficulties in making the project move forward as rapidly as possible because the faculty as a whole were not self-starters and that, essentially, faculty members are lazy. They "need to be presented with concrete options if anything is going to happen. The impetus has to come from either the administrator of the project or some significant others."

We detected strong, underlying, and widespread debilitating tendencies to blame others for shortcomings, a "we-they" phenomenon that stems from an excessively role-centered point of view. Deans and project directors tend to believe that the faculty are insensitive to their problems, school officials that the university is insensitive to their problems, local projects that the state or the federal officials are insensitive to their problems, and so on. This phenomenon is quite natural, but it is an obstacle to cooperation. It produces organizational defensiveness, and an undue amount of it early in the project is a clear harbinger of trouble.

Lessons for Future Investigators

We conclude our report with a few observations about what we have learned as investigators, which we pass on for those who will be studying further the problems of the relationship between institutionalization, soft money, and related matters of grant making.

1. Longitudinal Case Study Design

We come away from this study firmly convinced of the merit of a longitudinal case study design for a problem of this type. We were only partly able to do this. We did use a case study approach, but our design did not enable entry into the sites until 18 months after they began, and we could not stay even until the funding stopped. A much stronger design would be one in which the investigators entered at the very beginning of the project, followed it closely throughout, and continued in the site for a year or two after the end of funding. This type of design would permit a much closer following all of the things outlined as intended to be undertaken in the original grant proposal and to track them as they were taking place in each of the following categories:

(1) What was planned but never even begun

(2) What was planned but dropped early

(3) What changes lasted for a substantial period of time

(4) What finally made it to institutionalization.

We had hoped to do all of these but could not because of time constraints and because informants were either reluctant or unable to recall changes at levels 1, 2, and 3 above. Our week-long visits were about the right length, but only two visits a year apart are not frequent enough and do not cover a long enough period of time to trace all levels of change. It would be highly desirable to enlist a local informant, a documenter, who could be made thoroughly familiar with what was being looked for and who would stay on the alert and keep records of what happened between field visits.

2. Interrelatedness of Changes

A methodological problem that future researchers should be alert to is that the kinds of changes that emerged in the projects did not fall neatly into a set of independent and equal-sized categories. Some of the categories did not require subparts for an adequate description; others did. Changes of one kind--for example, "new courses and parts thereof"--spilled over into other categories--for example, "the development of a new, competency-based, preservice training program"--and required discussion in both places. The interrelatedness of the changes, even though it makes analysis of the data harder, is understandable and can be viewed as a strength in these projects. They had achieved a degree of focus and cohesion that probably contributed to the effectiveness with which the federal dollars were spent.

3. Difficulty of Sorting Out a Grant's Influence

A final methodological problem that future investigators will need to consider as they design their studies is the problem of sorting out the influence of a program that is embedded in other programs. Each of our case studies relates how informants often found it difficult to sort out Teacher Corps from other influences. In all of our sites where there were strong directors, the difficulty of sorting out what was Teacher Corps influence and what was director X's influence was further commented on. In these cases, where there has been substantial achievement in weaving Teacher Corps changes into the regular program, often through deemphasizing the Teacher Corps label, the problem was compounded. The better the job of institutionalization, the more difficult it is to separate out clearly the exact influence of Teacher Corps. Another factor contributing to this difficulty has been referred to elsewhere under the subject of pyramiding of resources. When significant changes are built into a program in a lasting fashion, it is more often the case than not that funds from several sources were used--that hard and soft money were mingled along the line, often quite early. Thus, features that promote success are in these instances the very ones that make the research findings more difficult to pinpoint with unmistakable clarity.

Variations in Size and Complexity of Educational Changes: A Tentative Conceptualization

We had hoped in the study to look at the widest possible variety in size and complexity of changes, from tiny and simple to large and complex, and to ascertain which had the better chance of lasting. This proved to be more difficult than we had anticipated. It is an area where further study might prove extremely rewarding. We can only mention the possibilities briefly. One reason for our difficulty is that we did not have at the outset, and still do not have, a very good conceptualization of the problem of size and complexity of educational changes. Another reason is that our nets caught more middle-sized changes; the tiny ones slipped through, and we found relatively few very large ones. Following is a rough outline of a hierarchical scheme that might warrant further consideration.

Macrolevel changes	Level 3: institutional or school level. Examples: bringing LEA and IHE closer together, getting the community more actively involved in teacher education.
	Level 2: the departmental and program level. Examples: affecting elementary education, affecting special education, reorganization of the department.
Microlevel Changes	Level 1: course, subcourse, and program elements. Examples: field experience for trainees, changing the educational psychology course, developing a new conceptualization for the psychological foundations, developing a program in equity, a new component in the special methods courses.

It seemed likely to us at the outset that in proceeding upward from level 1 to level 3 the degree of effort required should be greater and the chances for survival would be less, but it does not neatly turn out that way. For one thing, the deductively derived changes were not easily classifiable according to this scheme. For example, the modification of the educational psychology course at the sophomore level to include more fieldwork is clearly a level 1 activity that was largely the effort of one of the developmental psychologists. But that same person produced a new conception of middle school adolescent development that constituted a change not only in the educational psychology course but in other courses as well, and was well on the way to having an impact on the entire department. Where should this be classified? Level 2? Another problem: multicultural education received prominent attention in several sites. In some instances, it was accomplished through the addition of a course. In others it was woven throughout a total program. The attempt to obtain total program impact probably would cause it to be classified near the top of level 3, but at some places this effort ended up with only a lecture or two added to an existing course. Finally, where do we classify what turned out in the minds of many to be the most important change brought about by the program, namely, the change in the knowledge, attitudes, and behaviors of faculty members? It does not fit neatly into the system at all.

We have a general impression that at level 1 changes are more under the control of individual faculty members. It is reasonable to expect that such changes would be attempted quite frequently, but our deductively constructed list uncovered more changes toward the higher end of the scale. It was hard, though not impossible, to get informants to talk about small changes. Their written documents and their talk centered around the larger and more complex kinds of things they were attempting to accomplish. Another study or an altered approach might reveal more about small changes than we were able to uncover. A large number of small changes, each of which does not take a big investment, might add up to a substantial impact. Would this be a preferable strategy? One dean in effect endorsed it by saying that we should look at the course structure. "That will tell you where the real and lasting impact takes place." This was not, however, a predominant view. We found much greater effort being devoted to the more complex and larger level 2 kinds of changes.

Changes at level 2, the departmental level, took place in three of the four sites, but it was not clear exactly how great a force Teacher Corps had been. For example, major departmental reorganization within the school of education took place in the three sites. Teacher Corps was seized on as a vehicle, at times an active and effective one, for making the reorganization work. In no instance was Teacher Corps given the credit for initiating and bringing about the reorganization. In all instances, however, Teacher Corps helped in effecting the change, in some cases in a major way, and was in turn affected by it. This, again, represents another instance in which the direct effect of Teacher Corps is hard to separate from other internal and external forces operating in the situation.

In considering institutionalization, another facet that merits thought is: when change is introduced at level 1, the course and subcourse level, will it last or will the idea of "easy-come, easy-go" operate? Unfortunately, our study throws little light on this question.

One conjecture that might warrant further study is that changes at the low end of the scale may be easier and may lay the groundwork for changes at a higher level; but until a change at the highest level turns the school and the institution more in the direction of a problem-solving and self-renewing environment for the total staff to be working in, change at all levels may be more difficult, halting, and spasmodic. In noting the factors that get in the way of lasting change, many of them relate to the lack of problem-solving and self-renewing environments. For example, see the faculty culture discussion in Chapter VII. In retrospect, we are struck by the fact that these four institutions had made some significant strides toward changes at the high end of the spectrum. Is it possible that their degree of success was to some extent related to how favorable to renewal the climates of the institutions and schools in our sample were? Some intriguing possibilities arise for future experimentation with varying strategies for achieving lasting change along the dimensions of size and complexity at the different levels of the proposed continuum.

Variations in Size, Duration, and Aim of Grants

In concluding our report on lessons learned, we have come, during our study, to be more sensitive to and to think more and more about the consequences of the wide variation in size, duration, and aims of grants of soft money. Not all grants are aimed solely or mainly at providing lasting change. Some are pointed toward forcing institutions and the personnel in them to face new realities that they have been reluctant to confront. Another purpose of grants is to promote a particular idea or practice, to further develop and refine it, or to disseminate it. Grants are sometimes used for making small adjustments, for fine-tuning the operation of a given institution, department, or program. Yet another use made of grants is to purchase "thinking time" during particular periods in an institution's history, e.g., when they are retooling or getting ready to confront new realities or to mount new initiatives.

Not only do grants have different purposes, they are also of different sizes, ranging from relatively large amounts to very modest levels. Some are of brief duration, a year or less; others extend over several years. Some are aimed to make large changes, others to produce ones of modest or even quite small size. It might increase the effectiveness of grants if the purpose, size, and duration were better matched than at present. For example, small grants for limited periods might realistically be expected to produce small, not necessarily lasting changes. They are unlikely to produce large and lasting changes. Larger grants for longer periods of time may be more readily expected to produce larger changes that have a better chance for lasting. Larger grants for limited periods of time may be appropriate if shaking up an existing operation is contemplated, but this may not be conducive to long-range program development.

If both those who dispense soft money and those who seek and obtain it have an early meeting of minds as to what is intended, so that their expectations are reasonably clear and in harmony, the chances of success are likely to be enhanced.

Teacher Corps grants in Programs 78 and 79 were rather substantial in size, extended over relatively long periods of time, and were expected to achieve some lasting changes and to have such changes disseminated. Size and duration were compatible with reflected results. Their intents were clearly understood by those who gave and those who applied for and received grants. These were important controlling factors in the success of these projects.

The overall lesson is the desirability for all concerned to strive for clarity of understanding about and compatibility of size, duration, and expected outcomes in the designing, awarding, and operating of grants for educational personnel development. It may be a lesson that could be safely heeded for other parts of the education system and perhaps in the private as well as the public sector.

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